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MONTANA

Statewide Outdoor Recreation Plan

Executive Summary

Vol. 1

"To provide for appropriate recreational use of our natural and wildlife resources."

State Fish and Game Commission

MARCH 1, 1973

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EXECUTIVE SUMMARY

STATEWIDE OUTDOOR RECREATION PLAN

Volume I

Perspectives and Observations on Concerns in Outdoor Recreation

Action Program

Policies and Standards

Implementation

The document was prepared by the Parks and Recreation Division of the Department of Fish and Game, Helena, Montana. The planning program was cost shared by means of a grant from the Land and Water Conservation Fund, administered by the Bureau of Outdoor Recreation, Department of the Interior, Washington, D.C.

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State of Montana
Office of The Governor
Helena 59601

THOMAS L. JUDGE
GOVERNOR

Mr. James G. Watt, Director
Bureau of Outdoor Recreation
U. S. Department of the Interior
Washington, D. C. 20240

Dear Mr. Watt:

As Governor of Montana, I am hereby submitting the document entitled "Montana Statewide Outdoor Recreation Plan".

I certify that the document is the official Statewide Recreation Plan, prepared in accord with the requirements for participation in the Land and Water Conservation Fund Program, and submitted for your official review and appropriate action.

The statewide plan is evidence of continuing efforts to attain the goals we have set for the State of Montana. It is the goal of the state to assure that the benefits and pleasures of outdoor recreation will be available to all of our people, to the disadvantaged, to the less capable, including those with cultural differences. Also, we intend to assure that outdoor recreation shall be of a high quality, and further, that we shall continue to maintain the present high quality of our natural environment which is the source of recreation opportunity.

Full attainment of these goals is a constant effort and we shall continue to plan, not only for the citizen of today, but for the generations to follow.

On behalf of the state, it is my wish to express sincere appreciation for the guidance and assistance of the Bureau in the planning endeavor. We shall look forward to a continued partnership for the future.

Sincerely,

Thomas L. Judge

THOMAS L. JUDGE
Governor

State of Montana
Office of The Attorney General
Helena 59601

ROBERT L. WOODAHL
ATTORNEY GENERAL

Mr. James G. Watt, Director
Bureau of Outdoor Recreation
U. S. Department of the Interior
Washington, D. C. 20240

Dear Mr. Watt:

I hereby certify that the department of fish and game is the state agency designated by law, sections 62-401 through 62-404, Revised Codes of Montana, 1947, to represent and act for the state for the purpose of implementing the Land and Water Conservation Fund Act of 1965, Public Law 88-578.

Very truly yours,

ROBERT L. WOODAHL
Attorney General

RLW:ds

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STATE OF MONTANA

DEPARTMENT OF

FISH AND GAME

Helena, Montana

Mr. James G. Watt, Director
Bureau of Outdoor Recreation
U. S. Department of the Interior
Washington, D. C. 20240

Dear Mr. Watt:

We take pleasure in submitting the current edition of the Statewide Outdoor Recreation Plan for your consideration and approval. This document was prepared to fulfill the requirements under the Land and Water Conservation Fund Act of 1965. The planning project was accomplished under Project No. 30-00133 and no other federal funds were involved.

Respectfully submitted,

Ashley C. Roberts

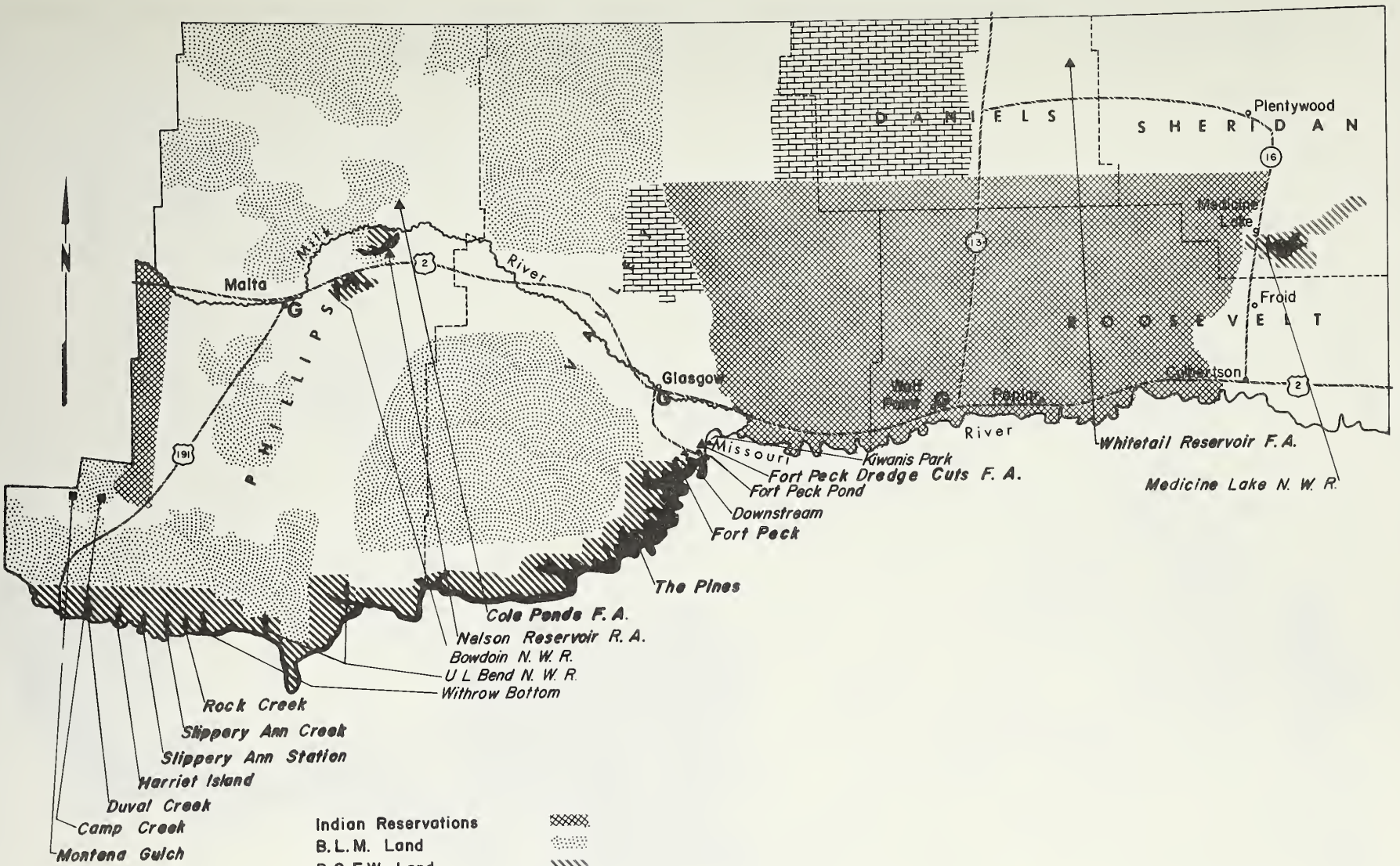
Ashley C. Roberts
State Liaison Officer

Approved By:

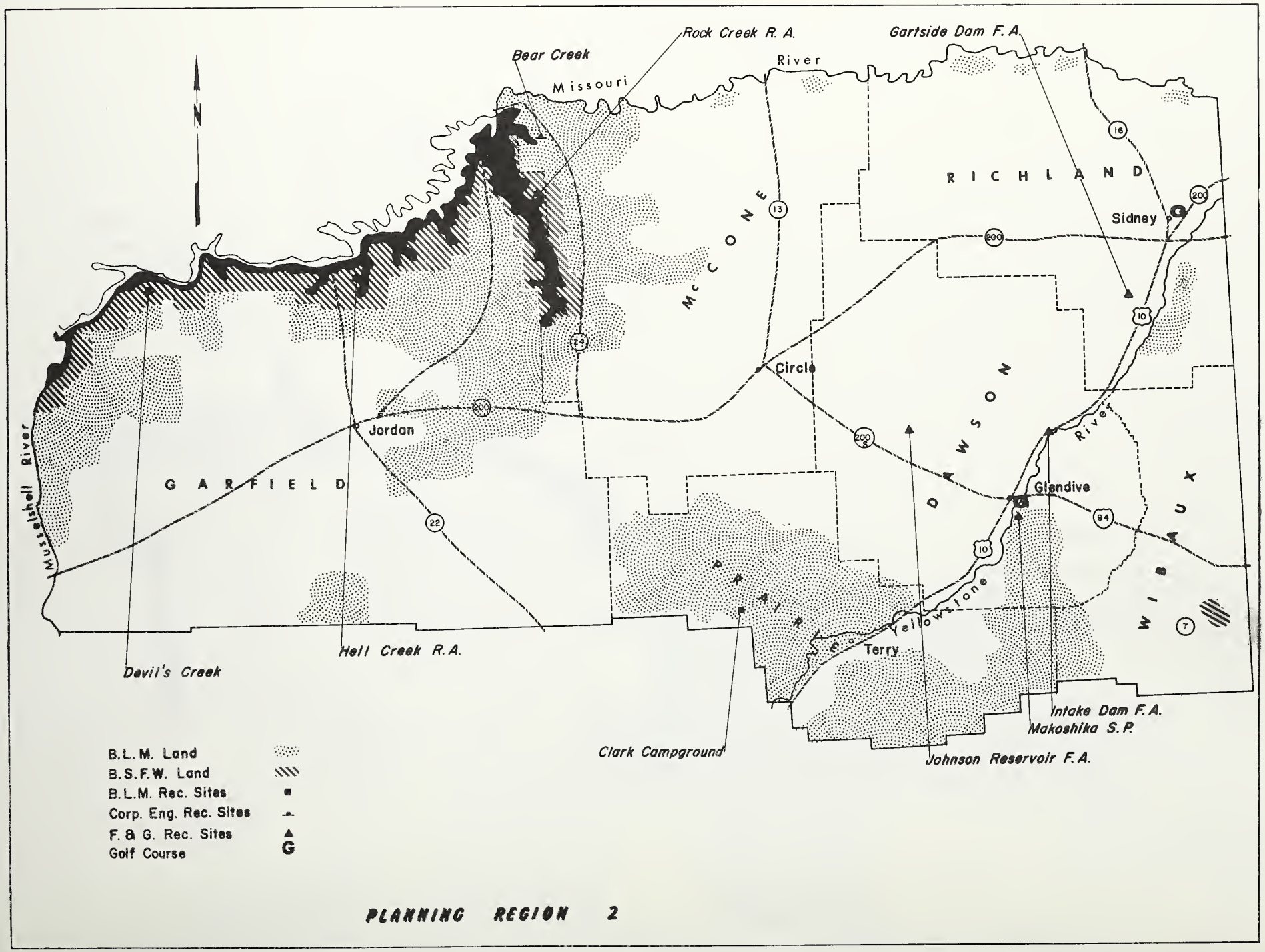
Wes Woodgerd

Wesley R. Woodgerd
State Fish and Game Director

ACR/bd



PLANNING REGION 1



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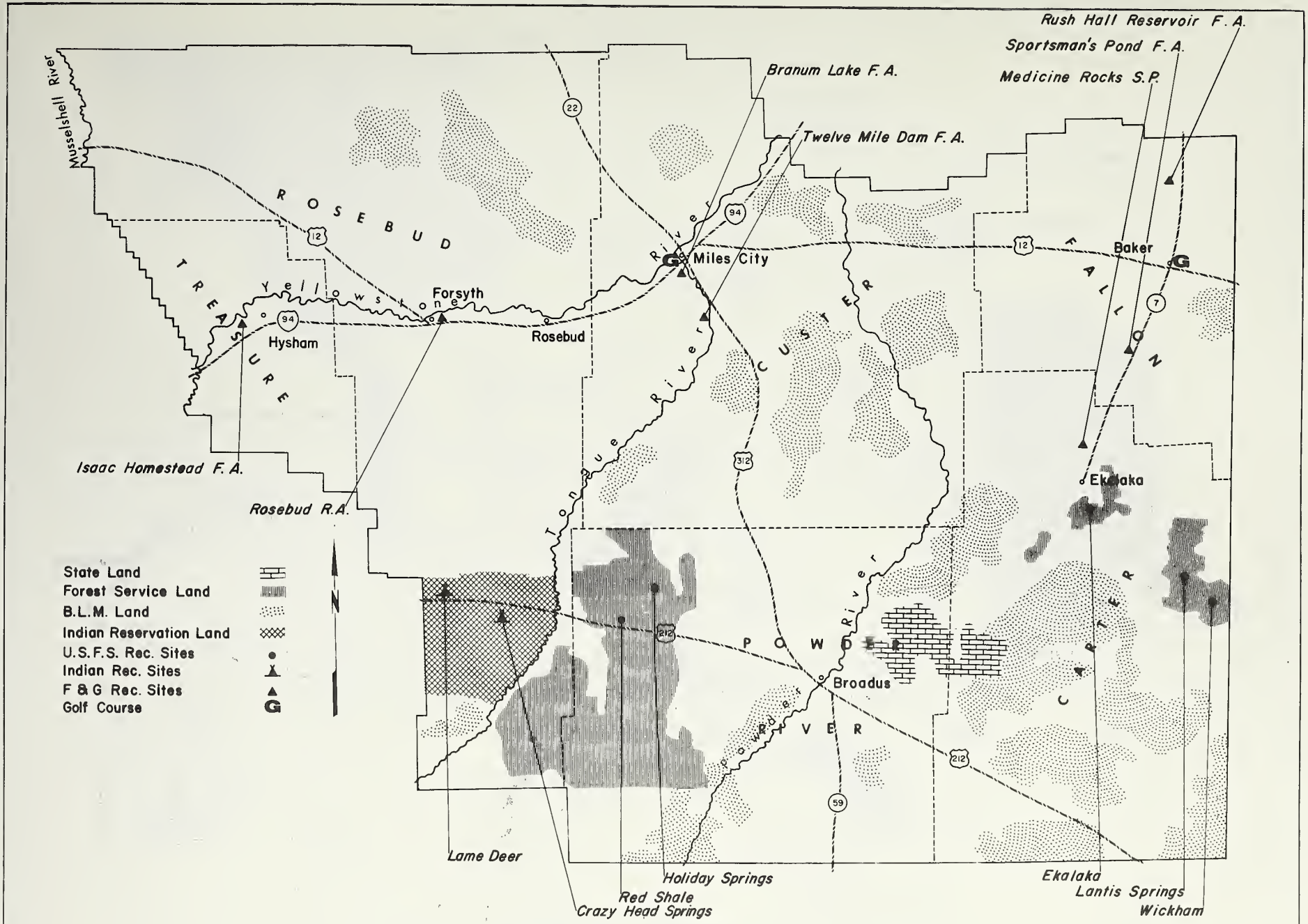

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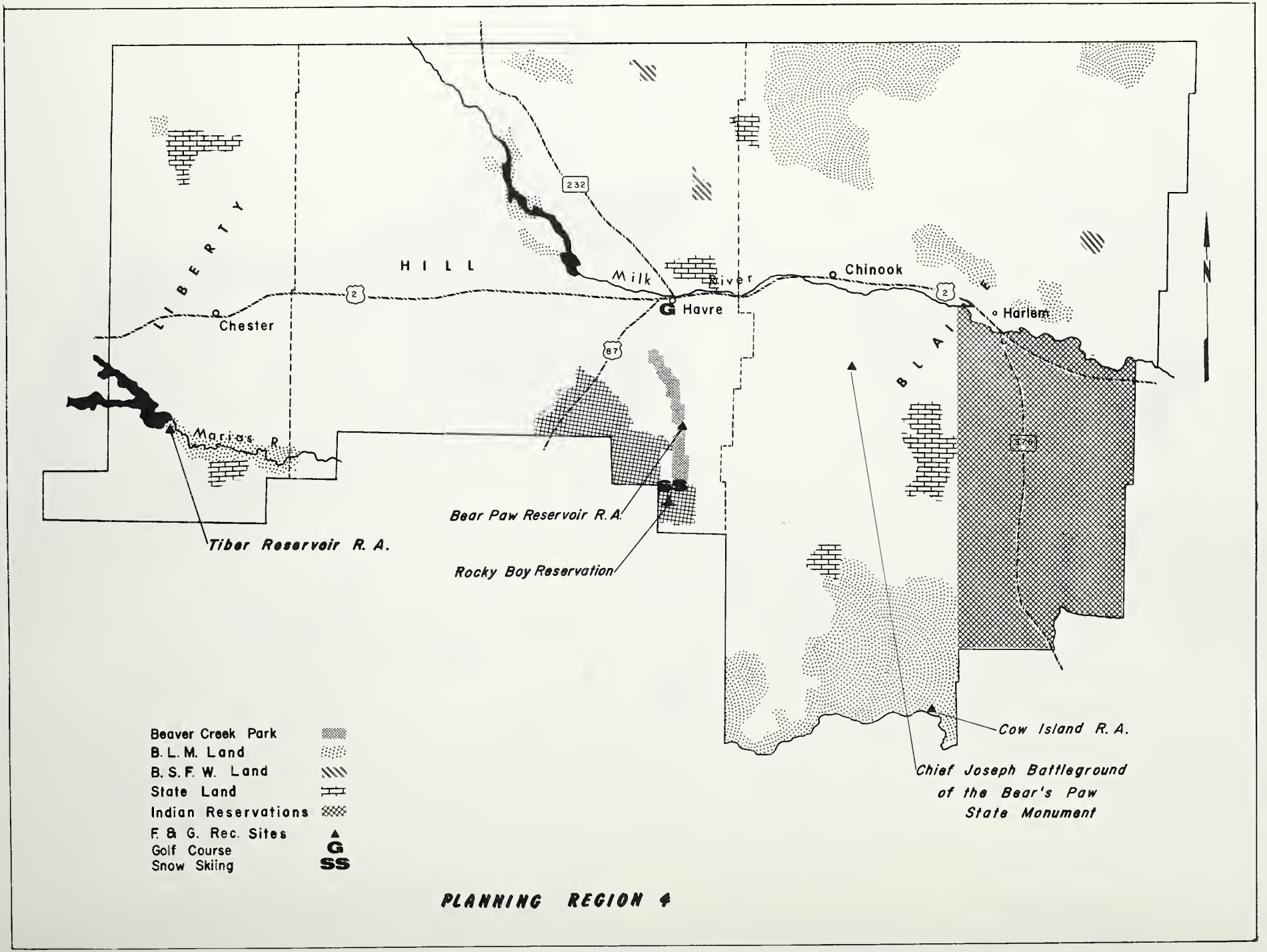

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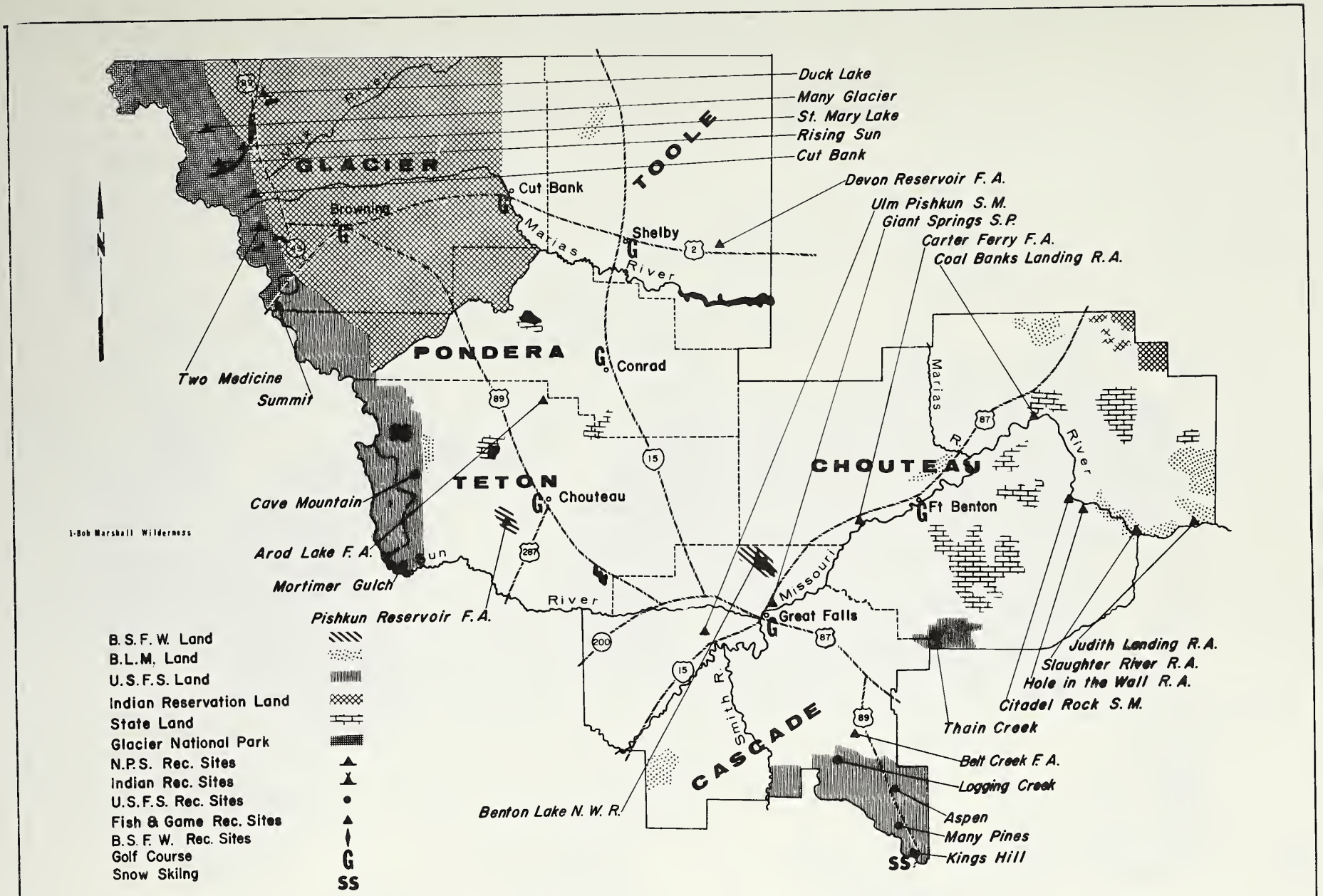

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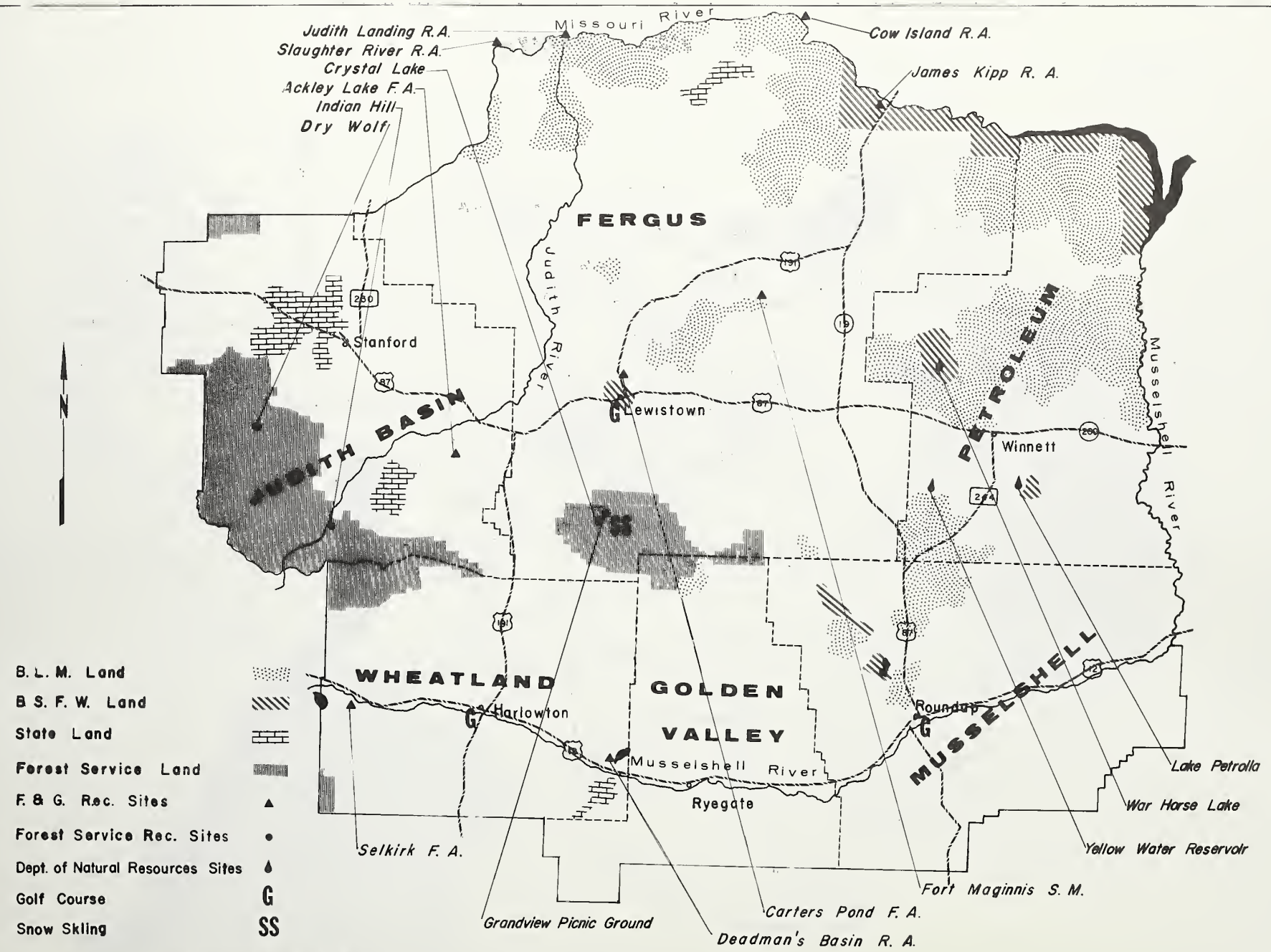
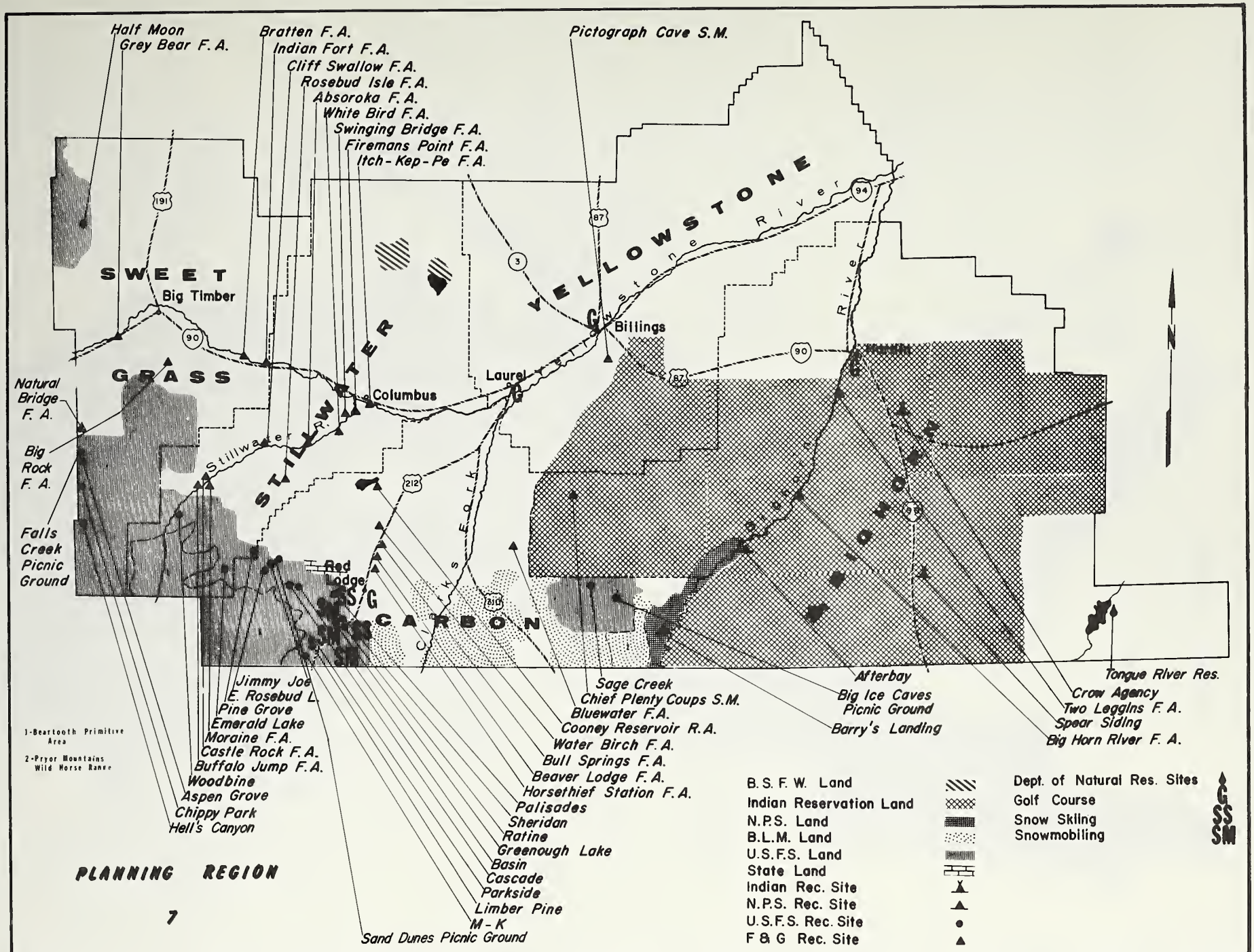
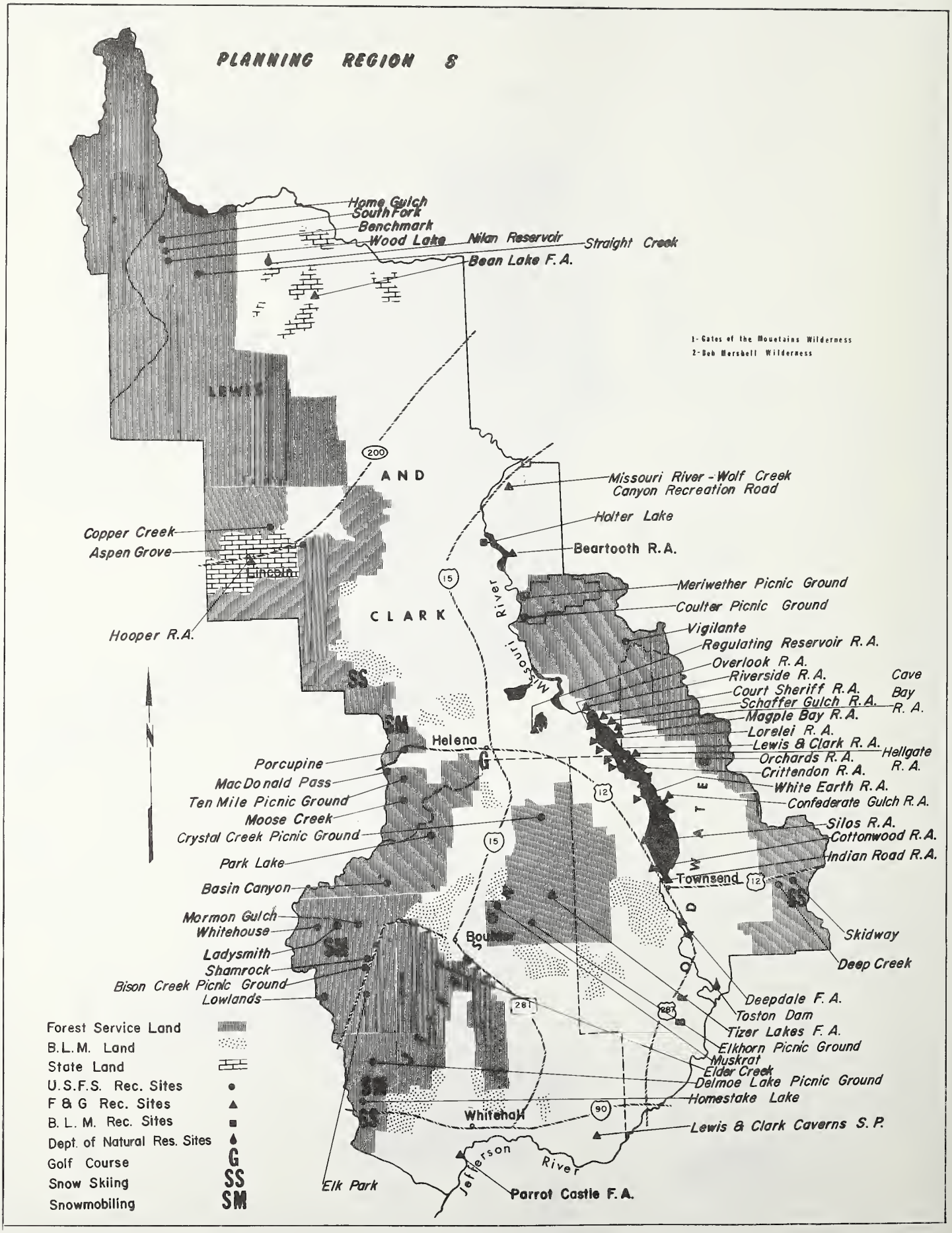
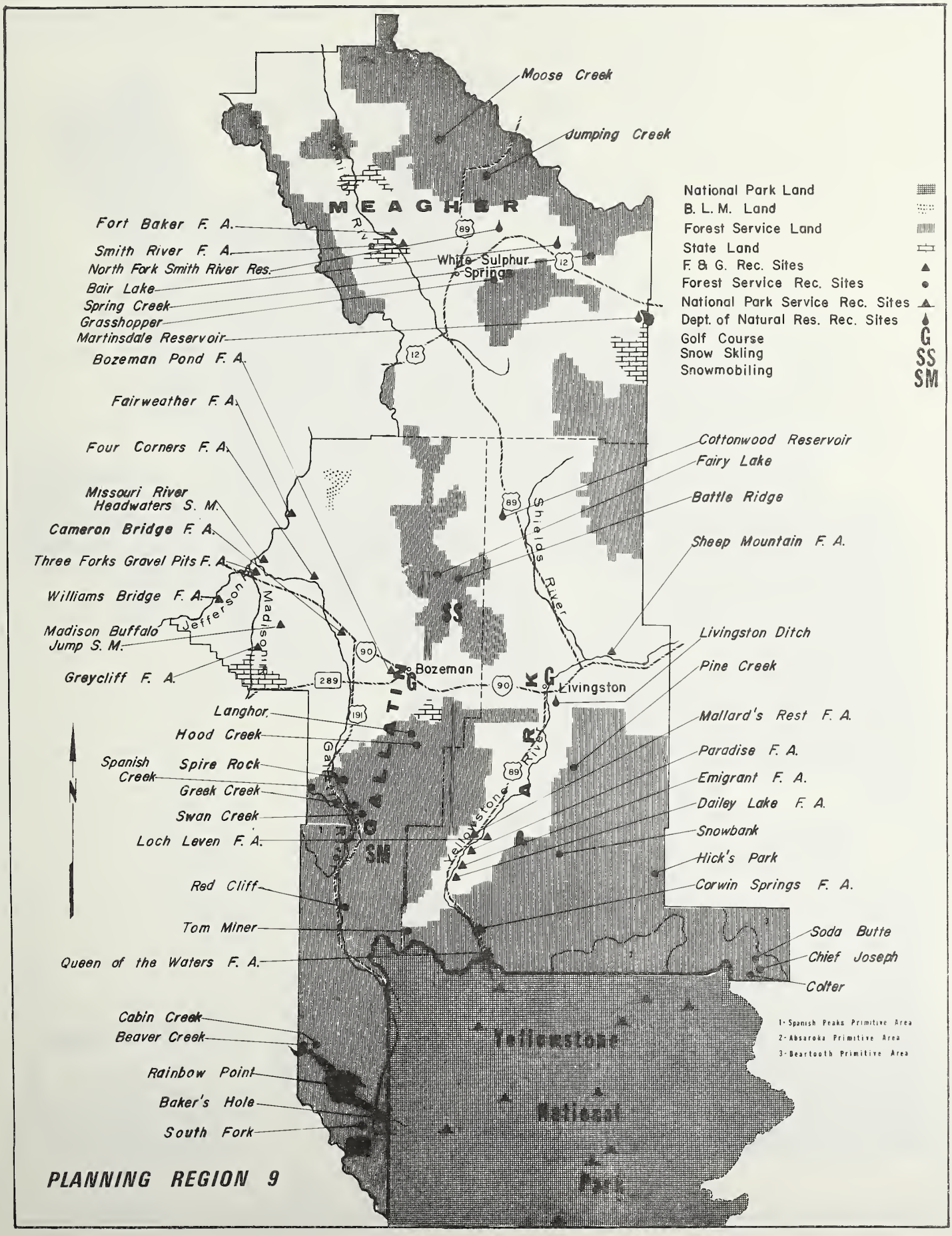
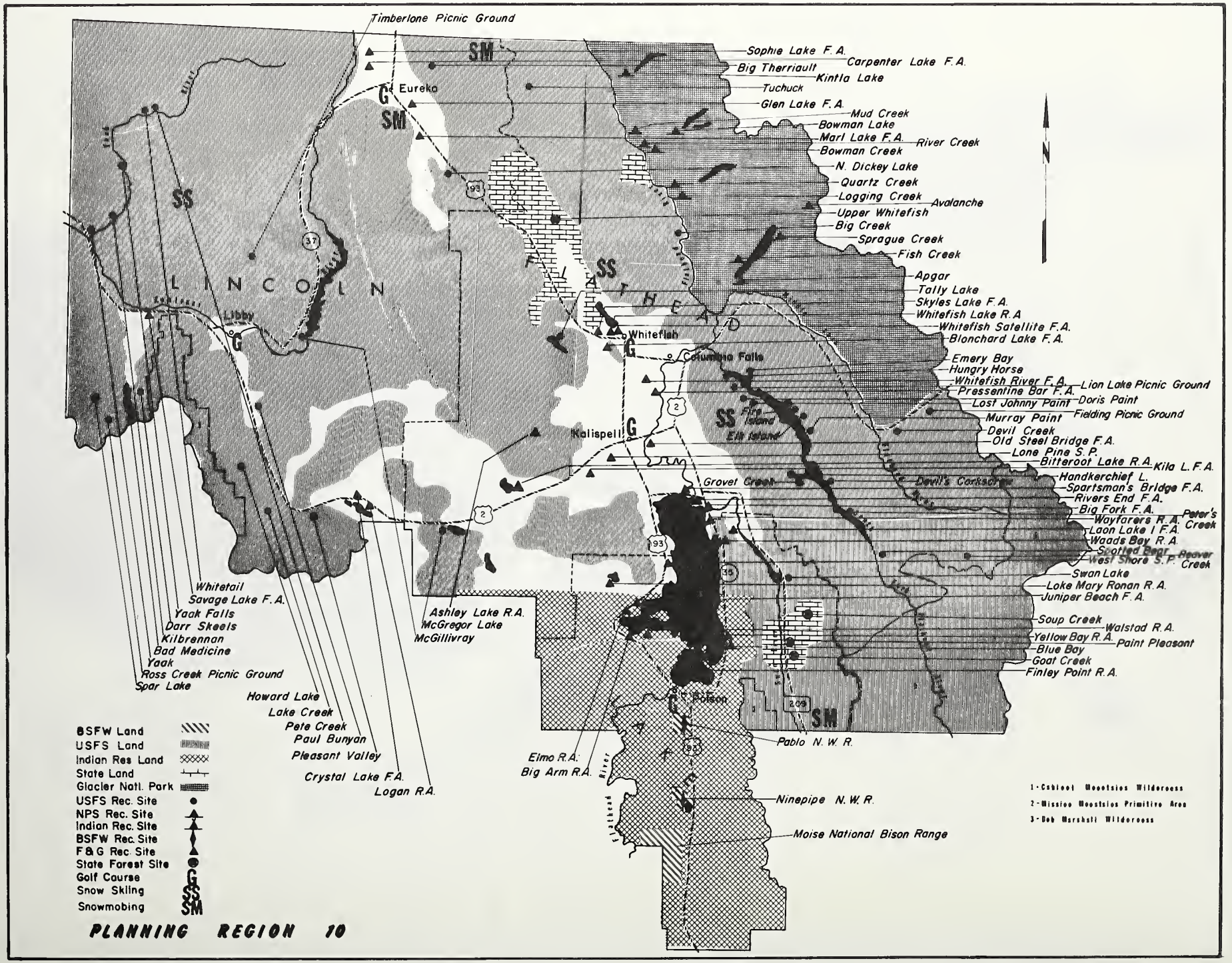
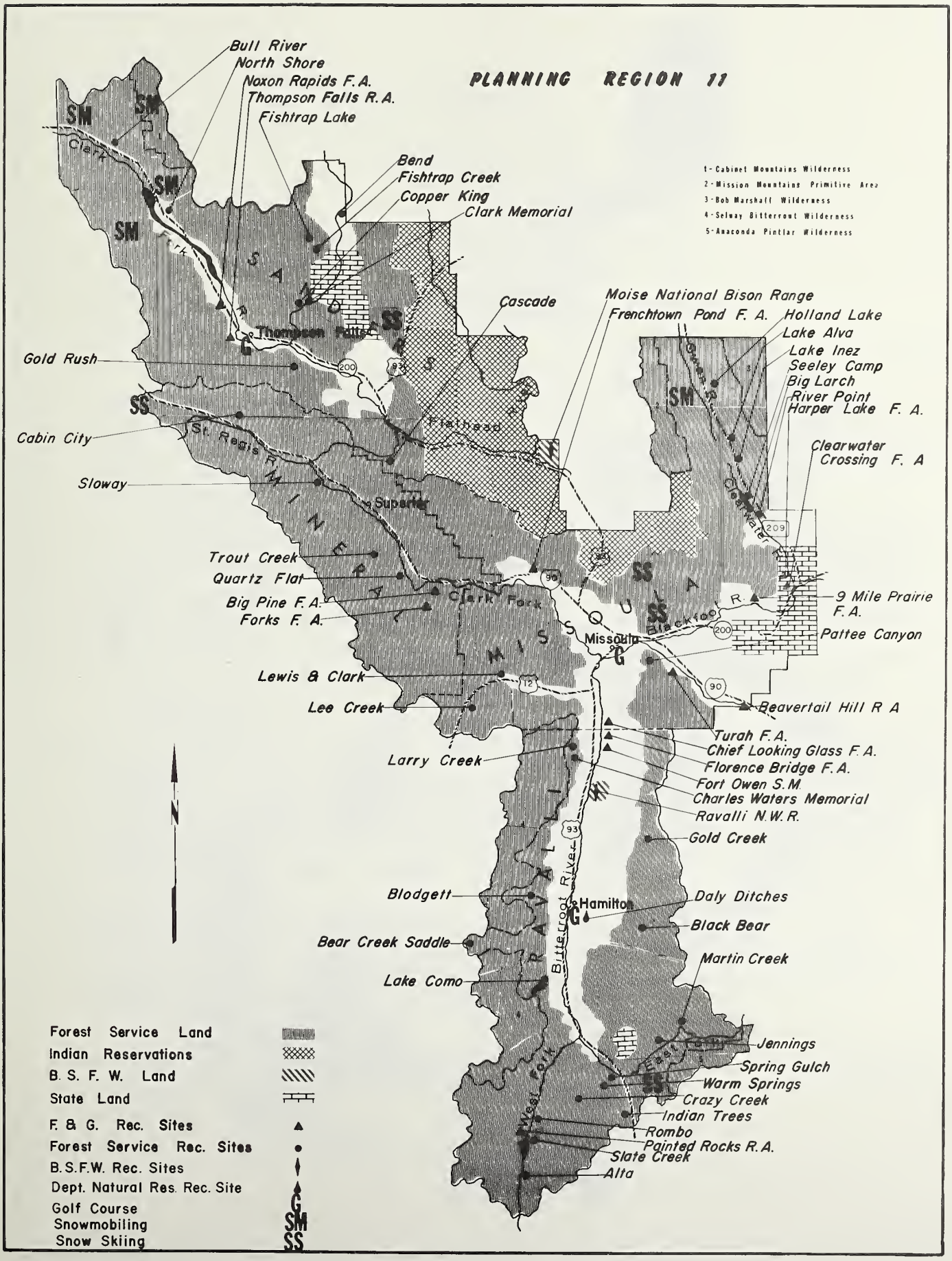

Missouri River
Judith Landing R.A.
Slaughter River R.A.
Crystal Lake
Ackley Lake F.A.
Indian Hill
Dry Wolf
Cow Island R.A.
James Kipp R.A.
FERGUS
Judith River
PETROLEUM
Musselshell River
Stanford
Lewistown
Winnett
JUDITH BASIN
WHEATLAND
GOLDEN VALLEY
MUSSELSHELL
Harlowton
Roundup
Musselshell River
Ryegate
Selkirk F.A.
Grandview Picnic Ground
Deadman's Basin R.A.
Carters Pond F.A.
Fort Maginnis S.M.
Yellow Water Reservoir
War Horse Lake
Lake Petrolia
N
B.L.M. Land
B.S.F.W. Land
State Land
Forest Service Land
F. & G. Rec. Sites
Forest Service Rec. Sites
Dept. of Natural Resources Sites
Golf Course
Snow Skiing
PLANNING REGION 6

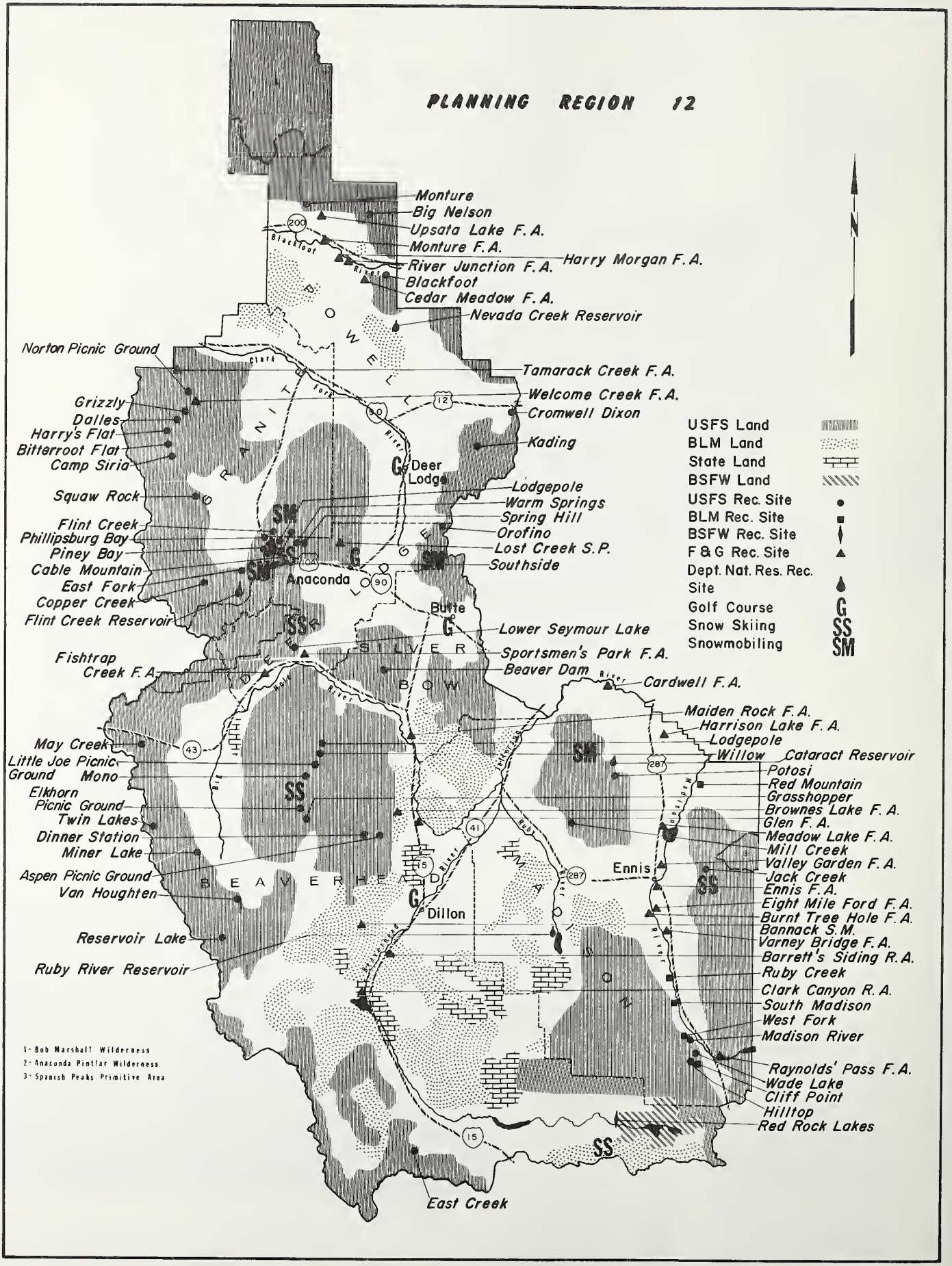

Half Moon
Grey Bear F. A.
Bratten F. A.
Indian Fort F. A.
Cliff Swallow F. A.
Rosebud Isle F. A.
Absoroka F. A.
White Bird F. A.
Swinging Bridge F. A.
Firemans Point F. A.
Itch-Kep-Pe F. A.
Pictograph Cave S. M.
SWEET
Big Timber
GRASS
Columbus
STILLWATER
YELLOWSTONE
Yellowstone River
Billings
Laurel
Natural Bridge F. A.
Big Rock F. A.
Falls Creek Picnic Ground
Stillwater R.
Red Lodge
S/G
CARBON
Clarks Fork
Bighorn River
LOWER
Jimmy Joe
E. Rosebud L.
Pine Grove
Emerald Lake
Moraine F. A.
Castle Rock F. A.
Buffalo Jump F. A.
Woodbine
Aspen Grove
Chippy Park
Hell's Canyon
Sand Dunes Picnic Ground
Sage Creek
Chief Plenty Coups S.M.
Bluewater F. A.
Cooney Reservoir R. A.
Water Birch F. A.
Bull Springs F. A.
Beaver Lodge F. A.
Horsethief Station F. A.
Palisades
Sheridan
Ratine
Greenough Lake
Basin
Cascade
Parkside
Limber Pine
M-K
Afterbay
Big Ice Caves
Picnic Ground
Barry's Landing
Tongue River Res.
Crow Agency
Two Leggins F. A.
Spear Siding
Big Horn River F. A.
1-Beartooth Primitive Area
2-Pryor Mountains Wild Horse Range
PLANNING REGION
7
B. S. F. W. Land
Indian Reservation Land
N.P.S. Land
B.L.M. Land
U.S.F.S. Land
State Land
Indian Rec. Site
N.P.S. Rec. Site
U.S.F.S. Rec. Site
F & G Rec. Site
Dept. of Natural Res. Sites
Golf Course
Snow Skiing
Snowmobiling
GSSM
N


PLANNING REGION 8
Home Gulch
South Fork
Benchmark
Wood Lake
Nilan Reservoir
Straight Creek
Bean Lake F.A.
1- Gates of the Mountains Wilderness
2- Bob Marshall Wilderness
LEWIS
AND
CLARK
200
Missouri River - Wolf Creek
Canyon Recreation Road
Holter Lake
Beartooth R.A.
Copper Creek
Aspen Grove
Lincoln
Hooper R.A.
15
Missouri River
Meriwether Picnic Ground
Coulter Picnic Ground
Vigilante
Regulating Reservoir R.A.
Overlook R.A.
Riverside R.A.
Court Sheriff R.A.
Schaffer Gulch R.A.
Magpie Bay R.A.
Lorelei R.A.
Lewis & Clark R.A.
Orchards R.A.
Crittendon R.A.
Cave Bay R.A.
Hellgate R.A.
White Earth R.A.
Confederate Gulch R.A.
Silos R.A.
Cottonwood R.A.
Indian Road R.A.
Townsend
12
JEFFERSON
Skidway
Deep Creek
Deepdale F.A.
Toston Dam
Tizer Lakes F.A.
Elkhorn Picnic Ground
Muskrat
Elder Creek
Delmoe Lake Picnic Ground
Homestake Lake
Lewis & Clark Caverns S.P.
Helena
Porcupine
MacDonald Pass
Ten Mile Picnic Ground
Moose Creek
Crystal Creek Picnic Ground
Park Lake
Basin Canyon
Mormon Gulch
Whitehouse
Ladysmith
Shamrock
Bison Creek Picnic Ground
Lowlands
Boulder
281
Whitehall
90
Elk Park
Jefferson River
Parrot Castle F.A.
N
Forest Service Land
B.L.M. Land
State Land
U.S.F.S. Rec. Sites
F & G Rec. Sites
B. L. M. Rec. Sites
Dept. of Natural Res. Sites
Golf Course
Snow Skiing
Snowmobiling
G
SS
SM


Moose Creek
Jumping Creek
MEAGHER
Fort Baker F. A.
Smith River F. A.
North Fork Smith River Res.
Bair Lake
Spring Creek
Grasshopper
Martinsdale Reservoir
Bozeman Pond F. A.
Fairweather F. A.
Four Corners F. A.
Missouri River Headwaters S. M.
Cameron Bridge F. A.
Three Forks Gravel Pits F. A.
Williams Bridge F. A.
Madison Buffalo Jump S. M.
Greycliff F. A.
White Sulphur Springs
Cottonwood Reservoir
Fairy Lake
Battle Ridge
Sheep Mountain F. A.
Shields River
Livingston Ditch
Pine Creek
Mallard's Rest F. A.
Paradise F. A.
Emigrant F. A.
Dailey Lake F. A.
Snowbank
Hick's Park
Corwin Springs F. A.
Soda Butte
Chief Joseph
Colter
Bozeman
Livingston
Jefferson
Madison
Gallatin
Yellowstone River
Langhor
Hood Creek
Spanish Creek
Spire Rock
Greek Creek
Swan Creek
Loch Leven F. A.
Red Cliff
Tom Miner
Queen of the Waters F. A.
Cabin Creek
Beaver Creek
Rainbow Point
Baker's Hole
South Fork
Yellowstone National Park
National Park Land
B. L. M. Land
Forest Service Land
State Land
F. & G. Rec. Sites
Forest Service Rec. Sites
National Park Service Rec. Sites
Dept. of Natural Res. Rec. Sites
Golf Course
Snow Skling
Snowmobiling
1- Spanish Peaks Primitive Area
2- Absaroka Primitive Area
3- Beartooth Primitive Area
PLANNING REGION 9


Timberlone Picnic Ground
Sophie Lake F. A.
Carpenter Lake F. A.
Big Therriault
Kintla Lake
Tuchuck
Eureka
Glen Lake F. A.
Mud Creek
Bowman Lake
Marl Lake F. A.
River Creek
Bowman Creek
N. Dickey Lake
Quartz Creek
Logging Creek
Avalanche
Upper Whitefish
Big Creek
Sprague Creek
Fish Creek
Apgar
Tally Lake
Skyles Lake F. A.
Whitefish Lake R. A
Whitefish Satellite F. A.
Blonchard Lake F. A.
Emery Bay
Hungry Horse
Whitefish River F. A.
Lion Lake Picnic Ground
Pressentine Bar F. A.
Lost Johnny Paint
Doris Paint
Murray Paint
Fielding Picnic Ground
Devil Creek
Old Steel Bridge F. A.
Lone Pine S. P.
Bitteroot Lake R. A.
Kila L. F. A.
Handkerchief L.
Spartsman's Bridge F. A.
Rivers End F. A.
Big Fork F. A.
Wayfarers R. A.
Peter's Creek
Loon Lake I F. A.
Waads Bay R. A.
Spotted Bear
Beaver Creek
West Shore S. P.
Swan Lake
Lake Mary Ronan R. A.
Juniper Beach F. A.
Soup Creek
Walstad R. A.
Yellow Bay R. A.
Paint Pleasant
Blue Bay
Goat Creek
Finley Point R. A.
Whitefish
Columbia Falls
Kalispell
Grovet Creek
Devil's Corkscrew
Elk Island
Fish Island
Libby
LINCOLN
FLATHEAD
Whitetail
Savage Lake F. A.
Yaak Falls
Darr Skeels
Kilbrennan
Bad Medicine
Yaak
Ross Creek Picnic Ground
Spar Lake
Howard Lake
Lake Creek
Pete Creek
Paul Bunyan
Pleasant Valley
Crystal Lake F. A.
Logan R. A.
Ashley Lake R. A.
McGregor Lake
McGillivray
Elmo R. A.
Big Arm R. A.
Polson
Pablo N. W. R.
Ninepipe N. W. R.
Moise National Bison Range
Flathead River
BSFW Land
USFS Land
Indian Res Land
State Land
Glacier Natl. Park
USFS Rec. Site
NPS Rec. Site
Indian Rec. Site
BSFW Rec. Site
F&G Rec. Site
State Forest Site
Golf Course
Snow Skiing
Snowmobing
1 - Cabinet Mountains Wilderness
2 - Mission Mountains Primitive Area
3 - Bob Marshall Wilderness
PLANNING REGION 10


PLANNING REGION 11
1-Cabinet Mountains Wilderness
2-Mission Mountains Primitive Area
3-Bob Marshall Wilderness
4-Selway Bitterroot Wilderness
5-Anaconda Pintlar Wilderness
Bull River
North Shore
Noxon Rapids F.A.
Thompson Falls R.A.
Fishtrap Lake
Bend
Fishtrap Creek
Copper King
Clark Memorial
Cascade
Moise National Bison Range
Frenchtown Pond F.A.
Holland Lake
Lake Alva
Lake Inez
Seeley Camp
Big Larch
River Point
Harper Lake F.A.
Clearwater Crossing F.A.
Gold Rush
Cabin City
Sloway
Trout Creek
Quartz Flat
Big Pine F.A.
Forks F.A.
Lewis & Clark
Lee Creek
Larry Creek
Blodgett
Bear Creek Saddle
Lake Como
Thompson Falls
Superior
Flathead
Missoula
Hamilton
Clark Fork
Bitterroot River
West Fork
Clearwater R.
Blackfoot R.
9 Mile Prairie F.A.
Pattee Canyon
Beavertail Hill R.A.
Turah F.A.
Chief Looking Glass F.A.
Florence Bridge F.A.
Fort Owen S.M.
Charles Waters Memorial
Ravalli N.W.R.
Gold Creek
Daly Ditches
Black Bear
Martin Creek
Jennings
Spring Gulch
Warm Springs
Crazy Creek
Indian Trees
Rombo
Painted Rocks R.A.
Slate Creek
Alta
Forest Service Land
Indian Reservations
B. S. F. W. Land
State Land
F. & G. Rec. Sites
Forest Service Rec. Sites
B.S.F.W. Rec. Sites
Dept. Natural Res. Rec. Site
Golf Course
Snowmobiling
Snow Skiing


PLANNING REGION 12
N
Monture
Big Nelson
Upsata Lake F. A.
Monture F. A.
River Junction F. A.
Blackfoot
Cedar Meadow F. A.
Harry Morgan F. A.
Nevada Creek Reservoir
Norton Picnic Ground
Tamarack Creek F. A.
Welcome Creek F. A.
Cromwell Dixon
Grizzly
Dalles
Harry's Flat
Bitterroot Flat
Camp Sirio
Kading
Deer Lodge
Lodgepole
Warm Springs
Spring Hill
Orofino
Lost Creek S.P.
Southside
Squaw Rock
Flint Creek
Phillipsburg Bay
Piney Bay
Cable Mountain
East Fork
Copper Creek
Flint Creek Reservoir
Anaconda
Butte
Lower Seymour Lake
Sportsmen's Park F.A.
Beaver Dam
Fishtrap Creek F.A.
Cardwell F.A.
Maiden Rock F.A.
Harrison Lake F.A.
Lodgepole
Willow
Cataract Reservoir
Potosi
Red Mountain
Grasshopper
Brownes Lake F.A.
Glen F.A.
Meadow Lake F.A.
Mill Creek
Valley Garden F.A.
Jack Creek
Ennis F.A.
Eight Mile Ford F.A.
Burnt Tree Hole F.A.
Bannack S.M.
Varney Bridge F.A.
Barrett's Siding R.A.
Ruby Creek
Clark Canyon R.A.
South Madison
West Fork
Madison River
Raynolds' Pass F.A.
Wade Lake
Cliff Point
Hilltop
Red Rock Lakes
May Creek
Little Joe Picnic Ground
Mono
Elkhorn Picnic Ground
Twin Lakes
Dinner Station
Miner Lake
Aspen Picnic Ground
Van Houghten
Reservoir Lake
Ruby River Reservoir
Dillon
Ennis
East Creek
BEAVERHEAD
BOWL
SILVER
1- Bob Marshall Wilderness
2- Anaconda Pintlar Wilderness
3- Spanish Peaks Primitive Area
USFS Land
BLM Land
State Land
BSFW Land
USFS Rec. Site
BLM Rec. Site
BSFW Rec. Site
F & G Rec. Site
Dept. Nat. Res. Rec. Site
Golf Course
Snow Skiing
Snowmobiling

INTRODUCTION

EXECUTIVE SUMMARY

STATEWIDE OUTDOOR RECREATIONAL PLAN

This document constitutes Volume I of the three volume Statewide Comprehensive Outdoor Recreation Plan. Volume I is a summary, providing brief topical treatments of the major components of the recreation planning program. This report presents an over view of the current conditions and includes the proposed developments over the next several years from the state level. Goals, policies and objectives are set forth and future planning effort is referenced.

Volume II of the State Plan is entitled The Information Base. It presents detailed inventory information accumulated to date and the results of two major surveys undertaken over the past several years. Volume II is lengthy and massive and will not be printed in quantity at this time, but will be available on loan from the Department of Fish and Game. Volume III of the Plan is the Appendix and contains essentially background geographic, physical and historical information for use by the federal government in the review process. It does not present new information to the Montana resident.

With this edition of the State Plan the State of Montana embarks upon the continuous planning process, and is accordingly continuously eligible for funding from the Land and Water Conservation Fund Program. The planning information being developed in the various studies underway will be incorporated into the plan documents at appropriate intervals. The continuous planning process is so scheduled that the plan will be completely revised at the close of the five year planning cycle.

The continuous planning program consists of two major components, namely, 1) Recreational Use of the Wildlife Resource; and 2) Recreational Use of All Non-Wildlife Resources, Including Maintenance of the Statewide Outdoor Recreation Plan. The two components are integrated and will result in a comprehensive approach to all outdoor recreational use.

Since the advent of the new planning program in July, there have arisen two major events or circumstances which will be duly acknowledged in the planning process. In late autumn the energy crisis assumed new dimensions and as yet these impacts have not begin to be measured in terms of the influence on outdoor recreation. Full awareness of these implications is now a major responsibility and appropriate changes in the program are to be acknowledged and undertaken. The second event is more recent and this consists of the publication of the Nationwide Outdoor Recreation Plan in January of this year. Its full impact and influence is yet to be ascertained and measured. It is noted that the nationwide plan was also prepared before full recognition of the energy problem arose. It is anticipated that this situation will be appropriately considered and the plan modified if necessary to accommodate it. At this time it appears from the plan that major benefits to Montana would accrue from accelerated efforts to identify recreation resources on federal lands, opportunity to participate in the federal planning process, and the potential for utilizing, administering and operating appropriate federal recreation facilities which may be made available to the states and to local government agencies.

Publication of the State plan will mark a further change in the routine of the planning programs. It is recognized that there are certain limits to the amount of valid planning that can take place at the state level, and that there is a given point beyond which the planning should be carried out at the regional level. Accordingly, the longer range developments of the future will be planned with the assistance of the resident and the citizen and the involved public agencies, organized along the lines of the 12 planning regions in the state. Organization of regional planning groups including the private sector will therefore become a keystone in the continuation of the outdoor recreation planning process.

Ashley C. Roberts
State Liaison Officer for
Outdoor Recreation

SCOPE OF THE PLAN

The state recreation plan is concerned with Montana, its residents and visitors, and with their recreation opportunities. It is concerned with the 12 planning regions and the diversity of resources, facilities and characteristics which provide for or influence recreation in some way. The plan is concerned with all of the recreational activities, but of necessity is concerned more with some than with others.

The plan is concerned with the changing nature of recreational use. It recognizes that with the vast areas of public lands within the state there will be increasing usage of these lands, and that it will affect both the nature and the quantity of facility development.

The plan is concerned with the urban recreational picture, recognizing that much more needs to be done with and for this segment of the recreation population. The plan is concerned with the needs of the disadvantaged and less capable members of our society including those with cultural differences. It is concerned with all levels of government and with the private sector, recognizing that each has an important contribution in the total picture.

More than with any other single segment, however, the plan is concerned with the processes that are necessary to achieve the recreational goals and objectives of our people. It is concerned with the united and orderly efforts of all agencies and institutions, and with the carefully integrated systems which are the channels through which our recreational opportunities will be provided.

OBJECTIVES OF THE PLAN

It is the objective of the statewide recreational plan to guide the recreational development in the state in the best interests of its people. It is the intent to provide both the long range view and the short range objective which falls within that longer view.

It is the objective of the plan to influence development by such methods that it will proceed in an orderly manner, and that such development will indeed meet the needs and the requirements of both the resident and visitor.

It is a further objective that the planning documents will become a storehouse of information on recreation in Montana. It is intended that the planning process should develop a treasury of information on all aspects of recreation, that it serve as a basic reference for the many problems which will arise and which will need solutions.

FOREWORD

Montana families have long had more than passing interest in the out-of-doors, and in the many recreational activities and pursuits associated with the outdoor environment. For many, the interest has developed into a deep concern. They are concerned with the future of the resource that has been the basis of so much enjoyable activity in the past. There is an awareness of mounting pressures upon this resource, both from the recreationists themselves, and from the nature of the economy which seems insatiable in its demands.

To the more casual observer, however, some perspective overviews will provide some reassuring evidence of prospects for an expanded and improved outdoor recreation system.

The observer will find thousands of our citizens, who, like himself, are becoming more concerned with problems of resource use, environmental quality, and recreation opportunity. This mounting concern is, over a long period of time, perhaps one of the most reassuring prospects for appropriate action. An enlightened citizen interest, properly channeled, is a most effective force in the democratic system of finding solutions to the matters of great concern.

The observer will find this interest and concern of the citizens increasingly expressed in the legislative halls of our government, particularly at the state level. A genuine concern for the basic problems of outdoor recreation is a heartening indication of the caliber of attention that these problems will receive.

Less obvious, but of enormous significance, is the long range planning which has been initiated on the part of federal and state agencies operating in the state of Montana. Planning, though still not fully embraced, has nevertheless been instituted as an orderly and effective process for guidance of our governmental actions. For the outdoorsman and the recreationist, planning is the crucible in which his aspirations and desires are measured against the hard realities of the economy and the resource base, and subsequently translated into governmental legislation, policies and finally, action.

At each level of government there is some progress toward planning, ranging from the initial efforts of a few county wide planning groups to the rather extensive multiple use plans of the federal agencies. For each of the National Forests located in the state, there is underway a multiple use planning program, a program which includes recreation as a prominent use of the lands over which they have management responsibilities. The Bureau of Land Management is likewise involved in multiple use planning with recreation as a component use of the public lands. The Bureau of Sport Fisheries and Wildlife is actively planning for their resources including planning for public recreational use of their properties where not in conflict with their primary purposes and management responsibilities.

At the state level, considerable planning is underway also. The Department of Planning and Economic Development is engaged in long range planning. In the Department of Natural Resources,

a master plan for water use is underway. The Department of Fish and Game is undertaking comprehensive planning in coordination with the Bureau of Sport Fisheries and Wildlife. The comprehensive plan will include and integrate the functions of game management, fisheries management and recreation planning, including the statewide recreation plan.

Perhaps the most significant planning from the long range point of view is the emerging land use planning process being devised at the state level. Federal legislation is anticipated this year, making land use planning mandatory to a certain extent as a condition for federal funding and preliminary concepts and procedures are being devised. Land use planning will integrate and a basis for all other planning in the state. For a state such as Montana, where recreation is a prominent land use, the citizen may be assured that he will be given every consideration in this important aspect.

Comprehensive planning programs in Montana are of course in their infancy and the citizen is advised that planning is a long and laborious process. He is advised that the results are not always visible and dramatic. The process is a slower and surer one, one that may even forestall action for a time, until the consequences of proposed actions may be evaluated.

The planning process, in order to be viable and realistic, cannot remain solely in the hands of the agency or the government. The Montana citizen is needed in the process. He must become informed, he must learn to judge carefully and to contribute to the procedure.

In Montana, then, we are in an interim period, a period of taking stock, of measuring concern, of gearing up for an orderly approach to our common problems. To the extent that we become truly knowledgeable, concerned and contributing, we shall continue to enjoy our enviable recreation opportunities in the out-of-doors.

PERSPECTIVES AND OBSERVATIONS ON CONCERNS IN OUTDOOR RECREATION

OUTDOOR RECREATION AND DISPERSED RECREATIONAL USE

In Montana, one of the outstanding characteristics of the present day recreational use is the pronounced increase in dispersed recreation activity. Today's recreationist is no longer content, if he ever was, with the recreational opportunity provided on an isolated tract or on park lands of small size. While these existing designated sites will continue to be used, especially associated with water resources, the recreationist has expanded his horizons and now roams far and wide on the public lands in search of new opportunity.

Dispersed recreational use has for decades been the characteristic pattern of the hunter and the fisherman and the lone backpacker. Today, however, the hunters and fishermen have been joined by literally thousands of fellow outdoorsman, including families, and the entire outdoors has become the family playground. Montana's 28,000,000 acres of public lands beckon as never before, and the public has responded accordingly. So phenomenal is this increase and so varied and dispersed is the activity, that it is impossible to measure or describe it with any accuracy. Needless to say, current dispersed use is far ahead of present planning and the situation is likely to intensify in this respect before adequate controls or facilities are devised.

The outdoorsman and his family are a highly mobile unit and are capable of ranging over great distances to satisfy their desires for new areas and experiences and to explore the unknown. Not only are they mobile, they are highly self-sufficient and need little in the way of facilities. The key to this new phenomena is the mobility of the user, and it is this with which we must now contend.

Coupled with this highly increased range of opportunity for the recreationist is the concomitant threat of environmental damage from the range and extent of his activity. Litter, damage to the fragile areas, deterioration of once pristine areas are all potential aftermaths of this heightened activity. While the dispersed activity is primarily taking place on the federal public lands, management problems are interagency in nature and groundwork must be laid for a system of both enhancing the recreationist's outdoor experience and maintaining the environmental quality which forms the basis of the attraction to begin with. Not only are there incipient problems for the agencies, but there are also problems for the recreationist. Among the inconveniences and frustrations which will be felt with increasing frequency (long experienced by various hunters and fishermen), is the lack of access to what are basically public properties with excellent recreational opportunity.

For public agencies, long accustomed to viewing outdoor recreation in terms of an activity taking place in a defined park and consisting of little more than a stay at a neatly defined recreation area, the concept of dispersed use comes as something of a shoek to the recreation system. Continued increase in dispersed use will require serious re-evaluation on the part of all agencies. Planning concepts will need to be revised, the philosophy of development will need to be closely scrutinized in the light of changing conditions.

Among the planning concepts which may need to be set aside is the one which sought to determine a standard ratio between the number of developed camp units and picnic tables and the population. Where camping and picnicking take place at will and at random places, without facilities, such exercises lose their meaning.

Now, more than ever, the mobility of the user will require very strategically located key developments in order to assure optimum use, or to assure their being used at all. A mobile and self-sufficient outdoorsman is a discriminating user and facilities not to his liking will be bypassed in favor of more attractive areas in the next county or in the next forest. The nature of development will change, for little development is actually needed in many instances. Key sanitary stations are among the critical elements in planning for this dispersed activity. To summarize, the situation merits careful consideration over the next several years and a cautious approach to the problem is needed. Little or nothing is known about what the public will accept or support and efforts must be made to arrive at this determination.

WATER ORIENTED RECREATION

As referenced earlier, the broadly dispersed type of recreation is by no means the only form of outdoor activity which will be undertaken by the residents of the state. High on the list of preferred areas for the resident and visitor are those areas adjoining our lakes, rivers and streams. Since these areas tend to be smaller due to limited availability and to higher land values, the concept of dispersed use is less applicable. Rather, the use is intense and is associated with the activity available on a given body of water. The attraction to water no longer needs explanation or justification; it is there, and the major problem is the acquisition of suitable sites on the more significant water resource areas including lakes, rivers and streams in order that the public may continue to enjoy what was taken for granted in decades past.

It is to be noted that water oriented recreation resources provide an enormous potential for the simple passive enjoyment of the out-of-doors as well as for the more active pursuits. In the two major surveys, Montana residents ranked rest and relaxation extremely high on their list of reasons for visiting stated areas and such areas would provide for them.

In addition to the active use and the passive enjoyment of our water front areas, there is a further reason for the acquisition of such lands. Many of our stream valleys still retain some of the original character of the environment and this is a heritage which should be passed on to succeeding generations who would wish to know the Montana that was.

While fishing has, of course, been the traditional enjoyment associated with our rivers and streams, the public has of late increased the range of activity on the water as well. River floating has become a prominent activity on many streams, with no indications that there will be a let down in this activity. The urge to explore on water as well as on land is evident and the recreationist is developing a mobility on streams to match that on land. As with the land, the recreationist has come to regard the entire stream as a resource and is no longer content with a minuscule parcel or a limited opportunity for partial use of the water. In short, dispersed recreational use of the water is also a characteristic of outdoor recreation.

RECREATION AND ALL TERRAIN VEHICLES

The popularity of wheeled vehicles for recreational use has become one of the more critical elements for recreation administrators to contend with, particularly on the federal public lands. Damaging effects upon the resources from such use, together with the staggering potential for additional damage, has caused the federal government to take measures which will provide for a measure of control. Executive Order No. 11644 has empowered the agencies to designate areas which will be off-limits to such vehicles and to institute such regulation as will be necesssary.

During the winter season, the use of snowmobiles has equaled or surpassed the summer use of wheeled vehicles and it appears that the crest of this activity is far from its peak. While the winter activity has a potential for damage also, it is somewhat less than the effects of the all terrain vehicle.

The use of these vehicles has generated considerable controversy from a number of aspects and these are generally well enough known that they need not be reiterated here. Despite the controversies, it is recognized that such pursuits are legitimate recreational activity. The critical element is the extent to which they begin to interfere with other legitimate pursuits, or begin to damage the natural resource in some way. Damage is not necessarily inherent in the vehicle, but rather in the manner in which it is used. It is recognized that a considerable portion of the activity, and that a great number of users, do not create problems of significance. A management system that allows for reasonable recreational use with protection for the environment and consideration for other forms of activity is needed. Zoning in time and in geographic areas is one of the techniques which offers some potential for alleviation of the problem. While the majority of use will likely continue on the federal lands, there will be continuing demand for such activity on other park lands and on private lands as well. The activities will generate problems of access and of facilities for sanitation at critical areas. As with other recreational pursuits, the problems will be continuing ones for management and administration. Given the propensity of the American public to indulge in favorite pastimes, the future of vehicular use for recreation cannot be fully comprehended at this time.

In view of the circumstances pertinent to summer and winter use with all terrain vehicles, it is incumbent upon the recreational agencies to acquire the necessary information which will enable them to properly manage this aspect of ourdoor recreation activity.

RECREATION FOR THE DISADVANTAGED

It is recognized that up until the present time, most recreational development by public agencies has been oriented to the healthy, capable individual, and that comparatively little attention has been given to those who may in some way be less able to participate in outdoor pursuits. There are of course exceptions to this general condition, and a number of semi-private organizations such as the YWCA and YMCA have undertaken efforts in behalf of the handicapped. In a report prepared for the Bureau of Outdoor Recreation for the nationwide recreation plan, it was estimated that on a national basis nearly one-fourth of the population was not receiving full benefit from present outdoor recreation facilities. The comparable figure for Montana is not known, indicating that work must be done in this field. The national forests operating in Montana are particularly cognizant of the need to provide facilities for the handicapped and plans are underway for special facilities in serveral areas.

There is a vivid contrast in the opportunities of the capable, mobile individual roaming the national forests mentioned earlier and in the opportunities of youngsters or others from lower income groups. For every family unit ranging the mountains and streams there is perhaps an individual without transportation, funds or opportunity, one who would derive equal pleasure from our desirable, but inaccessible, natural environment.

The extent to which our facilities are not accessible is not known and the reasons for this likewise have not been identified. Obviously, the most critical needs will be in and around the larger cities and in the institutions for the handicapped, not overlooking the smaller towns in the state. It is unclear at this time what form the solutions might take; however, two areas of concern are obvious, facility design and transportation.

State and federal law already provide for certain specifications in publicly funded structures relative to the handicapped. These provide for wider doors and ramps for wheel chairs for example, and restroom design accommodating semi-invalid persons. These have been incorporated into recent buildings constructed over the past several years. In addition, attention must be given to facilties such as paths, steps, railings, non-skid surfaces, for example, that would facilitate use, including use by the blind at designated areas. Facilities which temper the effects of climate would extend the use for the elderly or the ailing.

Obviously transportation is a factor in the availability of recreation facilities for a number of people. Coordinated transportation systems should be investigated to help alleviate this condition. It would appear that joint agency responsibility would be necessary to provide some solutions to this problem.

It is presumed that to some degree our facilities are not being utilized primarily because of lack of awareness of their existence, or of the nature and recreational use which might be derived. People, some with cultural differences, may not have felt that public facilities were indeed intended for their use as well. In urban areas, particularly, there is a greater possibility that the latter would apply. A positive program of information appears to be one method of meeting this need.

It is recognized that the individual who may have some limitation to full participation does not wish to be set further apart by the provision of separate and special facilities. Rather, it is the preference on his part to be fully integrated into the mainstream of recreation. This concept is essential and basic to this broadened and long overdue concern for extending recreational benefit to all citizens.

It is known that recreational facilities on the several tribal reservations in the state are lacking and that there is a special need for recreation opportunity for the youngsters. To illustrate by a single example, it is extremely doubtful that the younger residents of the Flathead Reservation are deriving recreational values from Flathead Lake despite their close proximity to this magnificent recreation resource. Conditions of this nature are clearly a matter of concern for the joint efforts of the federal, state, local and tribal governments.

To summarize, the recreational facilities and areas provided by the federal, state and local governments should be carefully analyzed to determine what may be needed to enhance the use by the less capable individuals. It is expected that facilities near population centers and facilities at such highly popular and heavily used recreation areas as Flathead Lake, would be the earliest areas of consideration. It is recognized that remote and outlying areas will not necessarily be visited by a significant number of handicapped persons and that the evaluation is therefore handled on a site by site basis.

Local government facilities will understandably have greater visitation by the less capable than would many state or federal sites. Local governments, therefore, should take special note of this condition. Federal funding for local government recreation facilities, as well as for the state, will increasingly be contingent upon recognition of this factor.

It has been indicated that concern must be shown on the part of the federal, state and local governments. Just as important, however, is the concern on the part of the individual citizen for extending recreation to the handicapped. In the last analysis, it is often the citizen who is the catalyst and mover in assuring that proper action is taken.

RECREATION AND THE OUT-OF-STATE VISITOR

Given the major national attractions which are located in Montana, the out-of-state visitor is a prominent and continuing factor in outdoor recreation use and planning. The economic importance of this aspect and the significance to the private sector which provides recreationally oriented goods and services is recognized and understood. These elements have been documented by other agencies and institutions and thus they have not been treated specifically for this plan report.

Visitors to our national attractions have a major impact on facilities and resources in areas adjoining these attractions. It is not within the scope of this report, however, to provide detailed information on that aspect, important though it is. It is recognized nevertheless as a very significant factor in the continuing recreation planning program.

There are a number of critical aspects associated with the visitor use of our areas. From the standpoint of the resident recreationist, the influx of visitors creates congestion and competition at favored recreation areas, resulting in a somewhat lessened recreation experience. From the standpoint of the administrating agencies, the visitor presents problems of considerable magnitude in accommodating the wants and preferences and in the distribution of the use to alternative areas.

From the standpoint of the visitor, there are problems in selecting from the bewildering array of opportunities in the region. The visitor is concerned that he find recreation activity that is within his capability and yet will expose him to the very best that the region has to offer.

From the standpoint of the manager of a private enterprise deriving his livelihood from the recreation season, the visitor must be properly informed as to his services and have the opportunity to select from his facilities as well.

It is an understatement to say that there is an enormous variety of recreation activity, of recreation goods and service, and of recreational preferences and capabilities. To the extent that the recreationist's experiences are suitably matched to his capabilities and to the extent that the basic resources are not overtaxed by the experience, it may be said that the conditions pertaining to outdoor recreation opportunities are satisfactory.

With reference to the attractions of our national parks and their subsequent impacts on our recreation use, there are possible policy changes that would be of great significance if they are implemented. As has been evidenced by the recent national symposiums on the future policy of the national park system, there is considerable attention given to the matter of limiting or decreasing overnight visitor accommodations in the major national parks. Obviously, the impact of this would be immediately felt in the regions adjoining the entrances as well as other nearby regions. Providing for the overnight needs of the summer visitors will require extensive coordination between the National Park Service, the Forest Service, the State of Montana, local government and the private sector. It is beyond the scope of this report to forecast the nature of the solution in any detail. The resolution of such matters can be achieved only after thorough study on the part of the aforementioned groups. Acknowledgement is made on the part of the state for their responsibility of leadership in the matter.

Clearly, a suitable system must be devised to assure that all of the above referenced ramifications of the out-of-state visitor are dealt with effectively. Pilot programs will be needed to provide practical working knowledge of successful methods in handling such matters.

The matter would appear to have two major components. First, a planning system on an interagency basis must be instituted. Second, a system of providing the visitor with appropriate

information appears to be a necessity. Information for the visitor should ideally be accompanied by a service that assists him in planning a more enjoyable visit. As visitation to the parks increases, it is entirely conceivable that scheduling of the visits will be a necessity, including scheduling of visits to adjoining highly popular areas. Considerable groundwork would need to be undertaken before realistic methods could be instituted. Tentative methods should be derived in the relatively near future to allow for adequate testing in the field previous to their adoption.

Previous drafts of master plans for Yellowstone and Glacier Parks indicate concern for problems of a nature similar to those outlined above. Considerable thought has been given by the Park Service to possible solutions. There is a definite need for the state and federal government agencies to proceed with further coordinated planning.

OUTDOOR RECREATION AND THE PRIVATE SECTOR

Outdoor recreation is supplied by both the public agencies and the private sector, and in latter years both sectors have enormously increased their resources in this regard. The private sector particularly has begun to provide a great variety of enterprises and services desired by the recreation public. It is not within the scope of this document to report on the extent and nature of this part of supply; however, it is recognized that such a study should be undertaken at the state level in the rather near future. It is important that such a study would be coordinated with representatives of the private sector, in order to assure that useful information will be provided to the private groups through these efforts.

In the interim period before such a study might be made, it is useful to make some distinctions between the nature of the facilities and services provided by the respective public and private concerns. Given the myriad forms of outdoor recreation and the tremendous variety of resources and facilities which are currently or potentially available to provide recreation, it is easy to overlook some basic differences in the objectives of the two primary sources of supply.

The primary objective of the governmental agency is to provide, within reasonable limits, for the recreation opportunity of all segments of the population, including the less capable and handicapped, and also those of the lower income levels. Under present circumstances, recreation is included in the services such as education, police protection, highway systems, and the like which are provided by government agencies.

For the private sector, understandably, one of the foremost objectives is the economic return without which the business cannot survive. Recreation is a product of the enterprise and it is often one of the inducements for a private owner to enter this field.

Both public and private concerns have the objective of serving the citizen recreationist and his wishes, therefore, are a key factor in the establishment of policy. A satisfactory study should therefore include some consideration for this aspect of the matter. Some early observations are feasible at this time however.

In view of the enormous amount of outdoor recreation activity which is evident everywhere, it is possible to generalize on certain matters. The citizen of today has come to expect that outdoor recreation opportunity is an inherent right. He has come to expect recreational use of the natural environment areas in a number of ways, such as camping, hunting, fishing, hiking, and similar pursuits. It is to be noted that it is the direct and personal relationship with the natural environment itself that is the key to much of the activity.

Not only is the citizen interested in his own recreation, he is concerned that his children for generations to follow will also have the opportunity to enjoy the out-of-doors that he has known. In a broad and general way, it is those desires of the citizens that would appear to be most logically provided for by the governmental agencies.

The citizens also have numerous other wishes related to outdoor recreation. On occasion there is a need for specialized services, for the provision of supplies and equipment, for guides and outfitters, and for food services. There is the desire for luxury accommodations or developments that will accommodate sophisticated recreational vehicles. It is apparent that these and similar needs are best supplied by the private sector with its specialized skills and capabilities. The opportunities for financial remuneration in supplying these needs is thus a considerable inducement for the private entrepreneur.

The most causal observation will indicate that there is a very great need for the special contributions of the private sector. Recreational experiences for many would be far less satisfying without the kinds of goods and services to be had from this source. Needs vary from commmunity to community, however, and from one point in time to another. It is therefore beyond the scope of this report to delineate such needs, needs which can be determined only after careful survey of the demand for the particular kinds and qualities of facilities in each sub-region. The matter of demand and supply hinges in part on the facilities to be made available by the public agencies. As their plans begin to materialize, the information should be made available to the interested entrepreneur.

A statement of the respective roles of the public and the private sector is found in the subsequent section on policies.

LOCAL GOVERNMENTAL RESPONSIBILITY IN OUTDOOR RECREATION

Given the popularity of the referenced dispersed recreation use of the federal lands, and the great attraction of the water oriented recreation resources, the importance of yet another form and source of recreation may be overlooked. This is the recreation opportunity that takes place close to home within easy travel distance of a half hour or so of where one lives. The national forests are remote from many in the state, and the water areas are likewise not conveniently accessible to all, leaving no ready alternatives. A review of the quantity and the location of developed recreation resources throughout the state reveals that most communities have few such facilities close to the population centers. There are exceptions, and a notable one is the oustanding Beaver Creek Park in Hill County.

Recreation resources close to or within the community, and which serve primarily local needs, are a basic function of the local government. As the ensuing policy statement in this document will indicate, the state responsibility centers on providing those opportunities of statewide or of regional significance.

Many communities are looking to the state to supply a local recreation area, given the difficulties of finances that beset most local governments. Clearly, the need in this instance is for the state agencies to meet with the local govenment and work towards a clarification of responsibility and resolution of this need for facilities close to home. Perhaps some combination of funding may be devised for given situations where the line of demarcation between the state and local government responsibility may not be so easily determined.

URBAN RECREATION

The concept of outdoor recreation is most often associated with the extensive areas of our natural environment and the related activities of camping, picnicking, fishing and such similar pursuits. In terms of the volume of usage, however, the larger percentage of outdoor recreation occus within the urban areas. Such activity takes place on a daily basis, it is close to home and it is the primary outdoor activity for most youngsters. In many larger cities it is also the major form of recreation for many of the elderly and for the disadvantaged, many of whom rarely are enabled to participate in the non-urban type of leisure activity.

In Montana, formalized planning for urban recreation is generally taking place only in the larger communities, and thus the smaller the city or town the less likelihood there is of a planning document setting forth priorities and major problems. Citizens and officials of small towns are well aware of general recreation needs, however, and it is apparent from contact over the past years through the Land and Water Conservation Funding Program that most community representatives are closely attuned to at least the expressed preferences of their constituents. It is also observed that a well defined planning process does give greater opportunity for citizen participation and does provide for closer agreement of the results of planning in terms of the facilities and resources which are indicated as needed.

The state is concerned with planning for urban recreation from two closely related standpoints. First, as the state recreation agency, it is in the interest of the Department that there will be adequate opportunity for recreation for the residents in the respective cities and towns. Second, the equitable administration of the Land and Water Conservation Fund will be considerably enhanced with the advent of proper planning in each of the local communities.

Thus, the state supports and encourages local planning as the device which will surface local needs and which will help the community maintain some degree of autonomy. The state recognizes that planning is a local prerogative and accordingly has not made a firm requirement of this as a consideration for funding from the Bureau of Outdoor Recreation. It is hoped that the advantages of planning would be recognized however in order that the local resident may properly benefit from both the standpoint of adequate opportunity and from available federal financial assistance.

It is generally agreed that funding is the first problem encountered by the community when it undertakes to provide for additional recreational facilities. Communities have made excellent use of the funds from the Bureau of Outdoor Recreation (Land and Water Conservation Fund), and in general, there has been adequate federal money to accommodate all requests. Recently, however, the amount of federal money has fluctuated widely with consequent disruption of the routine approval of projects. Unless the funding picture stabilizes and remains at a rather high level, there will need to be instituted detailed criteria for funding for the program. A funding policy would consequently be based upon the following general considerations:

1. Broad geographic distribution over the state of the federal dollar.
2. General equalization over a period of time of the amount of federal monies received in a given community.
3. Accommodation of the most urgent recreational need in a community.
4. Most effective use of the money expended (provision of facilities with an intensive use capability)
5. Provision of facilities which serve a broad category of people.

The foregoing concepts would be amplified and detailed as needed in order to assure high quality projects and a fair funding program.

Within the past year the number of projects proposed and the size of projects requested have increased considerably, creating for the first time in the program, a competition for funding. In order to help distribute the funds in a most effective manner, communities will need to begin planning for project proposals perhaps up to a year in advance of funding so that adequate consideration may be given to all needs before decisions are made at the state level for funding. This longer lead time should also help the community devise a good quality project as well.

When undertaken, a community recreation plan should contain the following basic elements in order to serve its main purpose. The plan should identify the most critical needs in the community and it should structure them in a system of priorities in order that the community and the state can begin to accommodate the needs in a logical manner. The planning document should convey a reasonable approximation of the overall recreation system that is desired for the community and it should identify the sequential steps that will be needed to arrive at that goal at a future date. Since stated goals are not always capable of being achieved, the plan should provide for alternative objectives which are acceptable as a means of meeting the preferences and needs of the residents. Citizen participation in the planning process is a key element in deriving a plan that truly reflects local needs and conditions.

Local government planning will be assisted to some degree by a comprehensive inventory undertaken by the state recreation agency in conjunction with the Governor's Advisory Council on Physical Fitness, Recreation and Lifetime Sports. The inventory will be published in a subsequent installment to the state recreation plan. The study will provide not only a complete inventory of facilities and programs, enabling one community to compare its resources with another, but will form a basis for the refinement of standards for facilities. Elsewhere in this planning document is found a chapter on standards, guidelines and criteria for the development of recreation facilities in the urban

area. These standards will undergo review at the local level through an evaluation survey to be developed in the calendar year of 1974. Residents (statistically and randomly selected) will be provided with an inventory of their community's facilities, together with a set of the referenced standards and will be given an opportunity to evaluate them over a recreation season. At the close of the summer season, the state will analyze the results and will take this into consideration in the final adoption of the standards. In turn, these will become critical elements of the criteria for the funding policies of the administration of the Land and Water Conservation Funds from the Bureau of Outdoor Recreation.

Urban recreation activity is expected to be considerably emphasized by the impending shortages of fuels for transportation, generally intensifying the uses in most aspects, but until closer observation of the circumstances is possible it is not feasible to project many of the ramifications of use which might be expected. If projected usage materializes, however, one new dimension is clear. The visitor to the park and recreation areas of the city is going to insist upon facilities that will serve the entire family as a unit, and they will expect that these facilities be attractive, interesting and delightful as a minimum. Mere quantities of open space and numbers of units are not going to be sufficient for the visitor who may now be more confined to such resources than previously. The challenge to provide these amenities is one of the important elements of future recreational use. Much of the success will be dependent upon the capability of the design professions to make their skills available to all communities on a scale not heretofore achieved.

The activity of bicycling, having already undergone significant upsurges in the past several years, will obviously be increased tremendously as the attendant problems of the fuel shortages make their impact in everyday life. Trails for both recreation and transportation will become a significant element of community planning. Urban communities planning for bike trails will find their problems both intensified and assisted by implications of the Federal Aid Highway Act of 1973 (Public Law 98-87). The provisions of the Act will make financial assistance available for bike trail development as a part of the highway transportation system, thus emphasizing and increasing use in this activity. The Act also provides for a major study of pedestrian and bicycle safety, thus clarifying and defining numerous problems with which local governments may need to contend. Urban governments may get a preview of future implications of bike travel from the many provisions of the Act, all of which encourage and make financial assistance available for this combined recreation and transportational pursuit.

A number of Montana communities have begun to join forces with local schools in order to provide recreation opportunities and facilities on a more economical basis. Cities have obtained proper leases from school districts and subsequently constructed facilities for public recreation on the school grounds. The city has thus capitalized upon existing open space already publicly owned and often advantageously located with respect to the residential areas. Federal funding from the Bureau of Outdoor Recreation has been available for these projects, providing that the items constructed were not essentially school facilities; i.e., running tracks or areas solely for athletic practice fields. In Montana, the school districts may not by themselves legally provide facilities for public recreation use. By entering into the Inter-local Cooperation Agreement with the city or county government (as provided for by the 1972 Legislative Session) the District is enabled to provide public recreation facilities and is also qualified to receive federal financial assistance in doing so. The urban recreation supply is thus expanded in an economical and conventional manner.

To summarize, urban recreation resources have a potential that is only recently beginning to be realized. In order to extract the full values from this sector, several major kinds of assistance are needed. In addition to the most obvious need, finances, there is a need for continuing technical assistance to assist urban and local governments in their day to day, and in their long range, attention to all types of problems. Perhaps most of all there is the need for active citizen participation to provide direction, interest and support to the programs. It is the intention of the state recreation agency to help provide during the 1974 calendar year and following, the opportunities for the citizen to do so.

OUTDOOR RECREATION AND THE RESPONSIBILITY OF THE INDIVIDUAL

As the status of outdoor recreation in Montana continues to be reviewed, the problems identified and the magnitude of the task determined, there emerges a concept that has heretofore had little emphasis or consideration. It has been customary to view these problems in terms of solutions by governmental agencies and it is recognized that these agencies have major responsibilities, particularly the state level of govenment.

The best of plans and programs which might be devised, however, will be of little value without the responsible cooperation of the public for whom they are intended. If recreational use of the extensive natural environment areas is to continue in the relatively free and independent manner to which we have become accustomed, then considerable reliance will have to be placed upon the individual. We will need confidence in his integrity, his sense of civic responsibility, his willingness to voluntarily undertake his share in the maintenance of the qualities of our natural resources. It is not likely that this concept will have ready acceptance by the general public, however, without a positive program of instilling these precepts, a program that would need implementation over an extended period of time.

Perhaps the most difficult concept to accept on the part of the public is that of financial responsibility for the privilege of recreation opportunity. Providing for the recreation which is desired is going to entail greater financial outlays on the part of the individual than heretofore realized. The public must be willing to support this effort. The public agencies must of course be reasonable and practical and secure these opportunities with the greatest economy possible.

ACTION PROGRAM

As a result of the planning process which has taken place over the past year and more, the following actions have been deemed to be of the most importance at this stage of recreational development in Montana. There are, of course, many more actions which would be desirable. Desires must be tempered with the realism of economic capability, however, and the limitations of agency staffing to undertake extensive programs.

The following actions represent by no means all of the needs of the outdoor recreationist in Montana. Many more needs are evidenced in the respective treatment of the 12 individual planning regions which comprise the state as a whole. Acknowledgement of those needs is not to be construed as a commitment to action at this time. A great deal of planning remains to be done in the interim before a proper solution can be achieved. As referenced elsewhere, considerable planning is underway in the state on the part of other agencies, federal and state, and a careful integration of this planning is of the first order of importance, particularly with reference to developments.

The proposals following are those which can be undertaken at this time without conflict with other programs, or which have inherent long range benefits and which should therefore be initiated at this time.

The program outlined for the next several years in Montana is categorized into three major divisions, namely, Acquisition, Development, and Planning. For each of the proposals listed, a brief resume of the background and justification for the action is presented.

ACQUISITION

1. Lake, River and Stream Access Program

The Department of Fish and Game will maintain a continuing program of acquisition of key parcels of waterfront property for the purposes of recreational use. Frontage on rivers, streams and lakes will be acquired with the intent of providing strategic access and egress points with sufficient area for related recreational development.

The specific locations of these access points has not been determined as of this time. Preceding the actual acquisition will be a thorough analysis of the recreational values of a given stream or other body of water. The analysis study is referenced further in the section on planning below.

Need for the Acquisition Program.

The popularity of water-oriented recreation has long been established in Montana, with fishing predominant but by no means the only activity sought at the waterfront. With the relative scarcity of streams, the frontages are rapidly being subdivided and access will become increasingly expensive and difficult. The program would provide lands for general outdoor recreation use such as camping, fishing, picnicking, and hunting in season. In order to assure future generations of Montanans comparable opportunity to that enjoyed in the past, the acquisition must be undertaken.

It is not feasible to estimate the exact quantity of the property which would be desirable to be acquired. Adequate access to all significant streams is a long term goal, however, and the nature and quantity of future recreational use will be a determinant in the ultimate goal. The amount of funding to be applied to this program will be established by legislative appropriation and budgetary limitations.

2. **Acquisition of Corridors of Access to the Public Lands**

The Department of Fish and Game will undertake a survey program to acquire rights-of-way or other means of access to key areas bordering the national forests and lands of the public domain. Careful study will precede each acquisition to insure optimum benefit for the potential visitor, and coordinated effort with the respective federal agency.

Need for the Program.

At the present time there are significant areas on the federal public lands which are impossible of access, or at best, extremely difficult of access for the general public, particularly hunters.

The outstanding recreational opportunities on the public lands are thus not easily capitalized upon by the recreationist. The opportunities exist and they are by a limited means of access in given areas. Not only is there limited recreation opportunity, but wild game is on occasion underharvested with consequent effects upon the wildlife resource.

3. **General Acquisition**

On occasion, the Department of Fish and Game has the opportunity for unplanned, but advantageous acquisitions. Provided that such offers would make desirable recreation property available, the Department would proceed to acquire.

Need for the Program.

Given the undetermined availability of desired lands for recreation use, an acquisition program should not be a rigidly conceived plan. Alternative sites should be a consideration and this approach will preserve such options to capitalize upon fortuitous circumstances.

4. **Acquisition by Donation**

On occasion, private owners wish to donate land and other property to the state with the understanding that it will be available to the public for recreational use. Provided that the donation will result in added recreation opportunity of a desirable quality, the state would accept the donation.

Need for the Program.

Acceptance of donations provides an added financial bonus for the state, or for any political subdivisions. Federal funds equal to the appraised value of the land are provided to the state for development purposes. The net result is a free parcel of property, plus a grant of money to develop, thus providing a recreation area at no cost to the agency. This procedure is also available to local governments and is encouraged. Land and Water Conservation Fund money is available to local agencies for this purpose.

DEVELOPMENT

Planned Recreationl Development

The following developments are proposed to be undertaken by the state over the next biennium. The funding has been legislatively appropriated, and an equal sum of money is available from the Land and Water Conservation Fund to complete the development. The sums of money listed are state funds, and represent one-half of the total cost of development of a given project.

The developments in many cases enhance existing areas by providing for a higher standard of sanitation facilities, for example, or improved roads, water supplies and things of that nature. In some instances, the developments are those that are needed on properties which have been recently acquired but which have no existing development for recreation purposes.

Department of Fish and Game Commitments 1975 Biennium

Statewide	**State Share Only**
1. Acquisition & Development of Misc. Fishing Access Sites. The emphasis will be on acquisition rather than development.	$ 900,000
2. Acquisition & Development of Misc. Water Based Parks & Recreation Areas. The money distributed about equally on development of improved facilities at existing sites and acquisition of new sites as they become available.	$ 185,000

3. Highway Reservoir Development. This project would be a cooperative arrangement with the Department of Highways and is dependent upon locating a feasible site in Eastern Montana. If successful it would add boating, camping, picnicking, fishing and related opportunities. $ 200,000

Planning Region #1

1. Dredge Cuts Fishing Access $ 4,500
   Minimal day use facilities.

Planning Region #2

1. **Makoshika State Park**
   Project will be a combination of acquisition of private inholdings and continued upgrading of existing facilities. $ 50,000

2. **Hell Creek State Recreation Area**
   Project to rehabilitate existing facilities and add modern restrooms, electrical and water service. No additional camp units will be added. $ 25,000

Planning Region #3 None

Planning Region #4 None

Planning Region #5

1. **Belt Creek Fishing Access Site**
   (Currently undeveloped)
   New site to provide day use sites plus hiking and fishing opportunities $ 60,000

2. **Giant Springs State Park**
   (Day use area only)
   New facilities include interpretive devices, irrigation system, parking areas and 10 new day use sites. In addition, extensive rehabilitation and improvements to existing entire area. $ 200,000

Planning Region #6 — None

Planning Region #7

1. **Greycliff Prairie Dogtown Acquisition Recreation Area**
   This area will be a passive recreation site with interpretive facilities for a prairie dog town. — $ 17,000

2. **Chief Plenty Coups Memorial State Monument**
   Development will consist of improving existing facilities. An estimated 15 day use units may be added. — $ 20,000

3. **Cooney State Recreation Area**
   Development project consisting of 40 camp units, marina facilities, and traffic control. — $ 100,000

4. **Big Rock Fishing Access**
   Sweetgrass County
   Minimal day use facility — $ 4,000

Planning Region #8

1. **Canyon Ferry State Recreation Area**
   The project will consist mainly of improving existing launch ramps, roads, parking areas, and related facilities. However, one day use site of 5 units will be added as will one boat ramp in area of 5 units — $ 70,000

2. **Lewis & Clark Caverns State Park**
   Project will improve or replace the existing train and tramway. Capacity will not be increased significantly. — $ 175,000

Planning Region #9

1. **Missouri River Headwaters State Monument**
   Project will improve existing facilities and add interpretive devices but not enlarge park or increase capacity. — $ 20,000

Planning Region #10

1. **Whitefish State Recreation Area**
   New modern toilet, improved boat launcing facilities, and sewage disposal facilities. $ 50,000

2. **Big Arm State Recreation Area**
   Project will add new toilet facilities and improve other existing features. May also add 10 new camp units. $ 65,000

3. **Wayfarer's State Recreation Area**
   Project will expand an existing area, will add launching ramp, 10 day use, and 24 camp units, as well as upgrade existing facilities. $ 125,000

4. **West Shore State Park**
   Development project to add overlook and interpretive displays, also to improve existing launch ramp. $ 15,000

Planning Region #11

1. **Frenchtown Pond Fishing Access Site**
   New development which will add 20 picnic and 20 camping units as well as swimming and boating opportunities. $ 70,000

Planning Region #12

1. **Clark Canyon State Recreation Area**
   Project will provide one new recreation area to include approximately 10 camping and 20 day use units along with a boat ramp and necessary support facilities such as latrines, water well, etc.

   In addition, improvements will be made to existing facilities such as launching ramps, interior roads, and parking areas. $ 100,000

2. **Bannack State Monument**
   Project will acquire private inholdings as they become available and will continue the stabilization of historic building. $ 75,000

3. **Beaverhead Rock Historic Site**
   Acquisition of historic landmark (80 acres). $ 30,000

4. **Fishtrap Creek Fishing Access Site**
   New area to provide 10 day use and 22 camp units. $ 40,000

DEVELOPMENT PROGRAM CONCEPTS

The Department of Fish and Game is the only agency providing major non-urban recreational development in Montana during the next several years. With a few minor exceptions, there is little significant development taking place on the National Forest for recreation nor on the lands of the Public Domain as well. While the Custer Forest will undertake a partial development of a campground, the remaining forests will be limited to minor enhancements or completion of minor construction tasks. At the Libby Dam Recreation area, plans are underway for a variety of developments; however, there is no funding available at this time to undertake construction.

Federal agencies in Montana in general have little or no funds available for recreation development and the situation may not change within the next several years. Since considerable long range multiple use planning is underway, the prospects for the interim years indicate that there will be an ideal opportunity for the federal and state agencies to coordinate their planning efforts to the mutual advantage of both the recreationists and the administering agencies.

Development of Property to be Acquired

The Department will undertake to provide minimum development necessary to prevent resource degradation on those properties to be acquired under the lake, river and stream access program.

Need for the Program.

As the properties are acquired, they should be made generally available for recreational use. This does not indicate full development, but rather the provision of such facilities as minimum sanitation units, fencing or traffic control devices necessary to basic management of the property.

Development for Handicapped and Disadvantaged

The Department will undertake a program to re-evaluate its existing and proposed recreational developments with the intent to provide the necessary modifications of facilities to enable their use by the handicapped. Areas receiving heavy recreational use, areas near population centers, and areas which are publicized through promotional efforts of the state will receive the initial attention. All areas will be reviewed; however, it is not anticipated that the outlying or remote and little used facilities would be redesigned. The program will be one of a case by case review with subsequent modification of facilities if necessary or feasible.

Attention will be given to such items as restroom modification, ramps for wheel chairs, railings for safety, easy gradients for paths, non-skid surfaces indoor and out, installation of steps where this would ease the circulation.

Attention will also be given to the installation of short walks or paths that would be useable by less capable individuals who may not be able to undertake the longer hikes. Suitable resting facilities could be provided at strategic points relative to the walks.

Attention will be given to the matter of providing a more comfortable way of providing for the passive enjoyment of an area by the handicapped or the elderly who may be less active. This could take the form of protected seating areas at the waterfront, or at points of particular interest.

Attention will be paid to the problems of the institutionalized of all ages to determine what may be done to provide them with recreation opportunity. Consultations with professionals and institutional staffs will be necessary to evaluate these needs. The needs of the blind and the deaf, for example, should be taken into consideration in the planning and development of key recreation areas. It is anticipated that transportation methods will need to be considered within the concept of availability for recreation.

Attention will be paid to the matter of providing information and awareness of existing facilities. It is anticipated that groups with cultural differences may not feel inclined to use public recreation resources unless these resources are brought to their attention in a positive manner.

As these efforts proceed, it is anticipated that changes may be made in the developments previously listed and already programmed. Flexibility will of necessity be a keynote of the program.

Need for the Program.

At this time a census of the number of handicapped or disadvantaged has not been undertaken. This will vary considerably from the smaller communities to the larger cities. The need does exist; however, the extent remains to be determined.

Since it is the intent of both the federal and state agencies that funding be for the benefit of all of the people, development with consideration for the less capable is one method of assuring broad benefits of the program.

Development for Day Use

The Department of Fish and Game will undertake to broaden the opportunity for day use at parks and recreation areas. While overnite camping would still be included in development plans, it may not be emphasized as much as previously. Development for day use could include trails of various kinds, provision of large undeveloped areas for passive use, or the provision of dispersed picnic sites rather than the customary intensively developed areas. There is a need for innovative concepts in the planning for such areas.

Need for Program.

The needs will vary from community to community. Larger population centers will have greater needs for day use facilities. Remote sites will induce longer stays and conversely increase the demand for camping facilities.

Development on Lands Acquired from Other Agencies

The Department will continue to acquire an interest in and develop property from other state and from federal agencies. These acquisitions may be in the form of easements, leases, or purchase, for purposes of recreational use.

Such lands may be available from the Department of Highways, the Department of Lands, the Bureau of Reclamation, Corps of Engineers or others. These lands are usually surplus to the needs of the granting agency.

State Monuments and Historic Sites

The Department will continue to develop for appropriate use such properties as State Monuments and State Historic Sites. Development would include interpretive work and where suitable such facilities as picnic areas.

PLANNING

Planning for outdoor recreation in Montana will continue following the publication of the present plan document. Past planning efforts have brought to the surface a number of matters that need further attention and study. Accordingly, the main elements of the ongoing planning program are identified in the following section.

The primary characteristic of the upcoming planning effort will be great flexibility. If the state is to properly respond to rapidly changing conditions and to new information which is obtained, it must be capable of shifting quickly in the program. It has been recognized that the current plan effort was undertaken within relatively narrow confines and that this approach is not adequate to todays needs.

1. **Annual Report**

The Department will provide an annual report to the public and the other agencies on matters concerning outdoor recreation in the state. The ongoing planning work will provide new information and this should be conveyed to the public. New problems will arise and these should be brought to the attention of concerned parties. Publication of this report will enable the public to remain current on matters of importance in outdoor recreation.

2. **Refinement of Present Report**

The Department will continue to refine the present report, updating elements with new information as it is provided. It is recognized that there is a great deal of significant material that should be added to each of the reports on the respective planning regions.

3. **Regional Planning Councils**

The Department will seek to establish regional planning councils to assist and advise in the ongoing planning effort. It is anticipated that such councils would be composed of representatives of federal, state and local agencies, plus representatives of the private sector and the general public.

The purpose of the council is to provide a more detailed approach to the region or group of regions, and consequently to derive more specific plans and solutions to problems. It is anticipated that the regional council could be instrumental in clarifying for local governments the distinction in responsibilities between the various levels of government, and subsequently, that it would encourage greater responsibility on the part of local government.

4. **Comprehensive Planning for Game, Fish and Parks**

The Department will integrate the recreation plan with the comprehensive planning effort for the Department of Fish and Game. Planning for game, fish and parks will proceed from a unified base and with unified goals.

5. **Land Use Planning and State Comprehensive Planning**

The Department will integrate the recreation planning with the State Land Use Planning effort as the latter becomes established, and with State Comprehensive Planning.

6. **Coordination with Federal Multiple Use Plans**

The Department will take the multiple use plans of the federal agencies into consideration in the planning effort in order that optimum results in resource use might be achieved.

The Department proposes to undertake a long range program of coordination with the federal agencies in order to assemble an inventory of areas on the federal lands which have recreation potential.

The purpose of the inventory is to assist in state recreation planning, and further, to be able to assist in providing information to the public relative to recreation opportunity available.

7. **State Lands Recreation Inventory**

The Department will continue to assist the State Lands Department in the ongoing inventory of recreational potential on state lands.

Such an inventory would assist citizens at some future date to enjoy the recreational opportunity which is inherent on given parcels of this land.

8. **Inventory of Rivers and Streams**

The Department will undertake to inventory the recreational potential of the significant rivers, streams and lakes of the state. This will be a long term inventory to supplement the information existing but not catalogued or yet available.

The inventory would assure the orderly implementation of the program of stream access for recreation purposes.

The inventory would be a coordinated effort to capitalize upon the inventory work already completed or underway by various agencies.

9. **All Terrain Vehicles and Snowmobiling**

The Department will undertake a study of recreation potentials and problems associated with all terrain vehicles. Initial emphasis will be given to the matter of snowmobiling. The study will address itself to the needs for management, for access and facilities, and the preferences of the recreationist, as well as enforcement.

The study is needed to keep pace with the rapidly growing activities in this type of dispersed recreational use. Management and controls will need to be instituted for this activity and the study is expected to provide a basis for this type of administration.

10. **Assistance to Local Government Planning**

The Department will undertake to assist the local governments, essentially the urban communities, to develop a survey which would evaluate the effectiveness of their present recreational facilities. It is anticipated that the local agency would conduct the survey and provide

the report. The report would be of assistance to the state in the administration of the Land and Water Conservation Fund program relative to urban needs. The survey is intended to be a standardized procedure applicable statewide.

11. **Citizen Participation**

The Department will undertake to provide opportunities for citizen participation in the planning process. This could take the form of public forums, conferences with groups and organizations, or other devices. The expertise of other agencies with experience in this field will be sought in the process.

12. **The Private Sector**

The Department will work towards developing and understanding and clarification of the relative roles of the private and the public sector in the provision of outdoor recreation opportunities. This will involve work with the private entrepreneur, the private citizen, and the involved public agencies.

It is anticipated that state level conferences would be initiated, followed by a continuing process of resolving regional problems as they occur.

13. **Dispersed Recreational Use**

All aspects of dispersed recreational use will continue to receive appropriate consideration in the planning program.

A RECREATION INFORMATION, MANAGEMENT, AND VISITOR SERVICE SYSTEM

Given the characteristics of present dispersed recreational use, and the potential for considerable increases in this type of use, it is apparent that problems will arise which will require more than the mere provision of facilities. In anticipation of these problems, a program of three major components is visualized, consisting of a recreation information system, a recreation management system, and a visitor service system. These are long range concepts, and there are varying degrees of need for the individual elements. The components are very much interrelated, and are separated here primarily for convenience of discussion. It is not presumed that these proposals would be instituted by a given calendar date. Rather, it is intended that groundwork be laid for these, and that the feasibility and advisability be given serious consideration on an interagency basis. The proposals are presented as a means of attacking the problem, and it is recognized that the final result may be significantly different in nature.

1. Recreation Information System

The Department proposes to provide a centralized and unified source of information on recreation in Montana for the benefit of both the resident and the visitor. Since the present system, or lack of system, means that the resident of outlying districts must go to several sources for his information, and thus may not be aware of a great many recreation opportunities which are rightfully his, it is intended that a comprehensive catalog of information be prepared.

There is in existence a considerable amount of information available from the various forests and agencies and private sources. Much of the work would consist of the compilation of this material on an interagency basis. It is recognized that there is also a significant amount of recreation opportunity which is not readily identified, particularly in reference to dispersed recreation, and this should be made available.

The presentation of the information should include adequate material on the limitations and the hazards; together with regulations, controls, and matters pertaining to environmental considerations. The information is visualized as a subtle means of control to assist the respective agencies in management and administration. It is not visualized as a promotional device, rather a realistic treatment of the many ramifications of recreational use. It is also visualized as assisting in channeling use into alternative areas as the need arises.

2. **Dispersed Recreation Management System**

It is anticipated that there will be considerable need for a management and administration system to respond to the many problems which increased dispersed recreational use would entail. It is recognized that there has been for many years a management system relating to the activities of hunting and fishing, two of the most prominent dispersed uses of years past. It would appear that the management techniques already in effect would offer many parallels and guidelines for the management of general dispersed outdoor recreation use.

The Department proposes to work toward a model system for such management in order that it might be instituted as needed. Because the greater portion of such anticipated use will be taking place on federal lands, it is recognized that such a system will necessarily be formulated and administered on an interagency basis.

As visualized, such a management system would be heavily dependent upon a comprehensive recreation information system.

The need for a management system is related directly to the need for proper administration of our natural environment areas. It is also recognized that the recreationist is in need of guidance and the appropriate information enabling him to function within a code of civic responsibility.

3. **Visitor Information and Service System**

Recreation administration and recreation opportunity in Montana are influenced significantly by the annual influx of visitors. In key areas associated with the national parks the problem is intensifying.

The Department will work towards the establishment of a visitor information and service system in key areas as one means of providing more effective use of our recreation resources, improving the recreational experience of the resident and visitor, and generally assisting the administrating agencies in their responsibilities. The information and service system would be integrated to a considerable degree with an overall comprehensive information and recreation management system.

It is recognized that considerable thought and planning has already been underway in this matter, particularly by the federal agencies. It remains to draw together the expertise available in the public and private sector and formulate a workable system of meeting the problems involved.

POLICIES, STANDARDS AND IMPLEMENTATION

As the official State Recreation Agency, the Department of Fish and Game takes its basic direction from the legislative enactments which gave the department this function and established overall responsibilities. It is desirable, for the benefit of the general public and the other interested agencies, to provide further clarification of these legislative directives, and to translate them into more specific terms. Such statements help assure the public that the agency is fulfilling its responsibilities, and it assists the agency by a clarification of the nature and direction of its duties. Current policies are related primarily to current problems. As new problems and new information is derived, policies should be derived accordingly.

DELINEATION OF ROLES OF RESPONSIBILITY

The basic purpose of a statewide recreation plan is to provide a comprehensive approach to the provision of adequate recreation opportunity through the proper development and conservation of our state's recreation resources. Within a given state, these resources for recreation are provided by a variety of sources including all three levels of government and the private sector.

One of the first tasks, therefore, is to define the basic roles of the respective levels of government and to suggest the role and potential of the private sector. While there will always be the exceptions to these roles and responsibilities, there is a need to establish a framework and a general direction for a more effective system of meeting recreational problems. To the degree that each level of government then assumes its respective share of the total obligation, the citizen should be assured of a full range of opportunity.

Basic to the delineation of the roles of the federal, state and local government is the recognition of the extent of jurisdiction of each governmental level. With this as a key factor, the following roles and responsibilities are set forth as guidelines in the implementation of the recreation plan.

The Role of Federal Government in Outdoor Recreation

1. To make available to the public those resources of national significance in terms of scenic, historic, scientific, cultural, unique or recreational values.

2. To make available recreational resources which may be of less than nationwide significance, but greater than state or local significance, namely, those of regional or interstate importance.

3. To make available the inherent recreational opportunities on lands for which the federal government has management responsibilities, particularly the national forests and the lands of the public domain.

4. To make available the recreation opportunities inherent in the large multi-purpose projects, such as water storage, flood control and hydroelectric power developments.

5. To make available the recreation opportunity inherent in programs or developments in which the federal government has substantial financial investments, such as open space programs, urban renewal developments, conservation and watershed programs.

6. To compile and make available to the public the information concerning these recreation resources.

7. To continue to coordinate the many federal programs and policies pertaining to outdoor recreation in order that a more unified and centralized approach to national recreation problems might be undertaken.

8. To undertake on a national scale research on matters pertining to outdoor recreation.

9. To devise exemplary policies and standards for outdoor recreation development and administration, and by action at federally developed areas, demonstrate these standards for the benefit of the state and local governments.

10. To work continuously to elevate the level of priority of recreation at the federal level.

11. To stimulate the enactment of federal legislation necessary to implement the programs and meet the problems of recreation on a nationwide basis.

12. To provide leadership in land-use planning, particularly in the realm of integration of recreation benefits with other land uses.

13. To provide leadership for the nation in the incorporation of recreation planning into ongoing social planning programs.

14. To encourage and to assist the states in the development of statewide recreation plans, and to seek to integrate where feasible, the state plans into the nationwide plan.

15. To continue to provide leadership in the recognition of the concept of outdoor recreation permeating and being derived from the total environment.

16. To continue to provide leadership in assuring that recreation opportunities will be available to all segments of society, including the handicapped, the disadvantaged, those with cultural differences, the low income groups, and the elderly.

17. To continue to develop and to refine the nationwide recreation plan, incorporating the foregoing concepts and obligations into a master framework for outdoor recreation in America.

The Role of State Government in Outdoor Recreation

Of the three levels of government which provide outdoor recreation for our citizens and visitors, it is the state level of government which must play the pivotal role.

Midway between the federal and local governments, the state is in a key position to provide the leadership necessary to successful implementation of broad recreation plans.

The role of the state is three-fold:

It must formulate statewide goals and objectives and plans.
It must convey national goals and policies subsdivisions.
It must in turn convey the goals, problems and policies of the local governments to the federal government.

The role of the state is further defined as follows:

1. To continue to develop with its citizens a philosophy of outdoor recreation which incorporates their goals and aspirations, the potentials and limitations of our natural environment, and the capabilities of our governmental processes to provide for them.

2. To continue to develop and refine a comprehensive plan for outdoor recreation for the state.

3. To coordinate the state plan with the nationwide recreation plan, and to provide leadership for the local governments in the development of their respective plans, and to coordinate with private sector throughout the planning process.

4. Through the means of the statewide plan process to continue to monitor the needs within the state boundaries and to establish priorities of action necessary to meet these needs.

5. To provide for citizen participation in the planning process.

6. To assure that all segments of society will have outdoor recreation opportunities available, including the handicapped, the disadvantaged, those with cultural differences, the low income groups, and the elderly.

Recreation Opportunity and Natural Resources

It is the role of the state to provide for recreational use of those resources which are of statewide significance in terms of scenic, unique, historic, cultural or recreational values.

It is the role of the state to develop and operate state-owned recreation areas in a manner complementary to federal and local programs and developments, and with consideration for the scope and responsibility of the private sector.

Legislation

It is the role of the state:

1. To stimulate legislation necessary to foster recreation programs at the state level.

2. To help stimulate the proper legislation for recreation at the federal level.

The role of Local Government in Outdoor Recreation

It is the role of local government:

1. To develop a recreation plan for the jurisdictional area of the respective political subdivision, complementary to the state recreation plan, to the nationwide plan were applicable, and with consideration for the scope and potentials of the private sector.

2. To participate in the planning proceess at the state level, and to contribute to the planning process where feasible at the national level.

3. To provide adequate opportunity for citizen participation in the planning process.

4. To provide for recreational use of those natural resources which are of primarily local significance.

5. To provide for those recreation activities which require more intensive development, particularly where the enjoyment is related to the activity itself, rather than to the enjoyment of a given natural resource or environment areas.

6. To encourage the participation by the private sector in the provision of outdoor recreation opportunities where it is feasible and in the interests of the public to do so.

7. To encourage the quasi-public groups and the private institutions of the community in an effort to help fulfill recreation needs.

8. To encourage provision on the part of the private sector for those commercial services and facilities which are complementary to the local recreation plan.

9. To continue to monitor local recreation needs and to establish priorities relative to these needs.

10. To develop, in addition to the resources and facilities themselves, the programs for recreation which are vital to the effective utilization of these resources.

11. To give special consideration to the recreation needs of the handicapped, disadvantaged, and less capable citizens of the community.

12. To continue to foster the concept of recreation as a social need of the community.

13. To provide incentives and information for the private sector to participate in the development of recreation facilities.

14. To work towards the fullest utilization of the resources and facilities of the schools in providing recreation for its citizens, recognizing meanwhile the certain administrative responsibilities of the schools which may override recreational uses.

The Role of the Private Sector

The following concepts are general in nature and broadly inclusive. A more clearly differentiated role relative to facility development is found in a subsequent section of the plan.

It is the role of the private sector to:

1. Participate in the planning process of the state and local government.

2. Provide those services and facilities not deemed to be a part of the public agency responsibility.

3. Stimulate greater recreational use of private recreation resources.

4. Assist in the development of the community through the provision of resources which not only provide recreation opportunity, but enhance the place of residence as well.

5. Assist in the development of information relative to use of private recreation resources, for the benefit of both the prviate sector and the general public.

6. To establish standards of excellence for recreational use and for facility development in the private sector.

The Role of Public Agencies Versus the Private Sector

Following is a series of statements clarifying the role of the public agencies in the provision of recreation facilities. Additional policies appear elsewhere in this section of the report.

The role of the private sector is a voluntary one and it is not intended that this report limit or prescribe precisely the nature of their functions. It is recognized that various enterprises will fulfill somewhat the same functions as those of the public agencies. It is recognized that there is a need for future discussions with the private sector relative to the respective roles.

It is the role of the public agencies to:

1. Provide permanent access to land and water recreational resources.

2. Preserve, in a feasible way, the natural character of these resources, and to preserve the resource itself for the benefit of present and future generations.

3. Provide for the public enjoyment and recreational use of these areas.

4. Provide that recreational use may include a variety of activities, including the opportunity for overnight camping as a part of the recreational experience.

5. Provide a standard of development that will prevent degradation of the resource and that will meet the standards and requirements of the State Department of Health and Environmental Sciences. Fully modern restrooms are, in given areas, a necessity for a high standard of development.

6. To make provisions for the requirements of the handicapped and disadvantaged at strategic areas and to consider the needs of the less capable and those of lower income levels generally.

7. Provide, where camping is offered, that the camping affords an opportunity to enjoy the natural environment, as opposed to the mere provision of an overnight accommodation.

In General the State Agencies Will Not Seek to Provide the Following:

1. Camping facilities that are oriented primarily to the demand associated with travel on the interstate and primary system.

   It is noted that in some instances natural environment areas with highly desirable recreation opportunities will be found adjacent to or in the vicinity of major and minor highways. Such areas will be considered for recreational development for a variety of uses.

2. Camping facilities that are oriented primarily to an overnight convenience. The intent here is to distinguish to the extent possible between the demand for recreation and the demand for a service.

3. Elaborate convenience hookups for the more sophisticated recreational vehicles.

STATE RECREATIONAL GOAL

It is the goal of the State of Montana to provide for the appropriate recreational use of its natural resources, consistent with the capability of the resource to supply such use, and with the obligation to preserve these resources for the benefit and enjoyment of future generations.

It is the further goal to provide for a broad variety of recreational opportunities on these resources, according to the needs and preferences of its residents and visitors.

State Policies

In order to implement the above goals, the following policies are set forth:

Policies on Recreation Opportunities

1. To emphasize the opportunity for recreation rather than the mere provision of facilities.

2. To provide for dispersed recreation activity as well as for recreation related to facilities.

3. To provide for all outdoor activities, not only those most popular.

4. To provide for a balanced array of activities.

5. To provide areas of sufficient size and diversity so as to enable the recreationist to devise his own recreational experience.

6. To provide recreational areas of sufficient attraction that they will be worthy of consideration as destination in themselves.

7. To give adequate consideration to the needs of the day user and to provide adequate opportunity for the more passive forms of use.

8. Where priority must be determined, to emphasize the needs of the resident over that of the visitor.

9. To give consideration to year around recreation needs, accommodating winter activities as well.

10. To develop positive programs for activities creating special problems, such as snowmobiling and all terrain vehicles.

11. To provide that a share of the recreational opportunity is within reasonable travel distance of population centers.

12. To provide recreation with respect to the density and distribution of population.

13. To recognize the legitimacy of each of the forms of recreation, despite the potential for conflict with other forms, and the potential for damage to certain resources.

The foregoing statements were of a more general nature. The following are somewhat more specific and pertain to development concepts.

Policies on Development

1. To assess first the environmental impact of recreational use on the resource, following currently prescribed state procedures.

2. To give primary consideration to the aesthetic values and to develop in harmony with these characteristics.

3. To consider the wildlife values associated with the resource.

4. To provide the user with adequate space, privacy and freedom of movement.

5. To use high technical and aesthetic standards of construction.

6. To enhance the recreational experience by innovative site planning and design and by providing a wider variety of facilities and accommodation.

7. To increase the appropriate recreational opportunity at the waterfront by providing a wider range of facilities, particularly for the passive enjoyment by the elderly and the less active visitor.

8. To develop where feasible, the concept of a total recreation area.

9. To take into consideration the needs of the handicapped, the aged and the disadvantaged in the development of facilities.

10. To provide interpretive services for the added enjoyment of the visitor, yet recognizing the right of the recreationist to enjoy natural areas devoid of intrusion by works of man.

11. To plan and develop in such a manner that conflicts of recreation use are minimized.

12. To conform to all federal, state and local regulations with respect to standards for health, sanitation, and safety.

STANDARDS AND GUIDELINES
FOR
RECREATION RESOURCES AND FACILITIES

PREFACE

This report on standards and guidelines has been prepared as a part of the continuing planning process for the Statewide Comprehensive Outdoor Recreation Plan and as such is officially a part of the state document.

The standards have been developed with the assistance of the professional park and recreation administrators in the state of Montana and their contribution is gratefully acknowledged. The standards have thus been reviewed in terms of their applicability to the respective communities and in terms of whether they tend to reflect realistic concepts in this area of planning.

Development of the standards has been oriented to three major functions. They will serve as a basis for the administration of the Land and Water Conservation Fund Program within the state; they are designed to serve as planning aids for local governments in the furtherance of their recreation programs; and they have been prepared in accordance with the requirements of the Bureau of Outdoor Recreation Planning Manual.

Although the standards are official, they are preliminary and will be regarded as such until full testing in the field has been achieved. As indicated herein, the standards will be used on an interim basis until the desirable modification has been evidenced through further work and analysis.

Citizens of the state will have the opportunity within the calendar year of 1974 to comment upon these standards as they would be applied to their own community. It is planned that the respective professionals will conduct evaluation surveys for their city and it is anticipated that local government officials in other offices will also provide their residents with a comparable opportunity.

INTRODUCTION

Today's citizen expects that the urban environment will provide its citizens with a wide variety of amenities. Prominent among these expectations is the desire for large areas of pleasant open space, and the opportunity for both active and passive pursuits which provide him fulfillment in his leisure time. Generally, the citizen has looked to the park and recreation system to provide him with these opportunities and they have been provided in a wide variety of ways. Until recent years, a preplanned recreation system was the exception rather than the rule and as a consequence many cities throughout the nation are experiencing a serious lack in resources of various kinds to meet these needs.

The need for broad standards has long been recognized by a comparatively small group of professional park administrators and planners and as a result of their initial efforts there has evolved a general consensus of guidelines for the development of an adequate park system. The guidelines have been adopted in part and expressed in a great variety of ways in the many municipal systems throughout the country.

The evolution of standards for the development of parks and the recreation opportunities which they provide should be viewed against a perspective of the many factors which influenced these earlier decisions, many of them in contradictory ways. The comparatively small cadre of professionals were met with a variety of conditions with which to contend in the planning process. The concepts of parks began to change. The earliest parks were extensive in size and were designed to reproduce to the extent feasible, the qualities of the natural environment which the citizen found pleasant and inspiring. So successful were some of these, notably Central Park in New York, and certain large parks in England, that the present day user is unaware that these delightful areas were essentially man made. The pendulum has swung, although rather slowly, to the extent that many communities today have virtually no such recreation area, but instead have a highly developed athletic complex for intensive and competitive recreational use. Fortunately for the recreationist, most cities have some combination of the two, expressed in a highly individual manner reflecting local conditions.

The rapid changes in mobility likewise were factors which made firm plans and standard difficult to achieve. The user could bypass local less attractive areas and range further in search of more interesting resources. Consequently, a given well developed park underwent usage from a greatly expanded clientele, tending to upset the planner's neat formulas and dictums as to who the park would serve. The mobility made the urban sprawl possible, further complicating park planning.

The relative affluence of the user has changed appreciably over the years and need not be elaborated upon here. The effects upon the park and recreation system, however, were unanticipated and have added to the confusion in planning. Literature of the early days of the park movement is replete with references to the need for parks for the poor, recognizing that their lives were often harsh and void of the experience with the natural world. This contrasts with the present day situation in which it must be admitted that some park systems may have almost neglected the poor or at most perhaps provided only token opportunity. The same systems have tended to provide primarily for the larger segment of the population which is, by comparison, somewhat affluent. There are, of course, many exceptions to this and there are outstanding programs which serve visitors of every income level. The higher income of the user has meant that a greater variety of equipment and accoutrements for recreational activity is available and, also, that the user is able to pay for the recreation opportunity to a greater extent, creating new elements in the area of demand. The rapid economic growth meant that both urban and suburban areas expanded rapidly also, leaving the municipality in a difficult position to identify needs, to say little of actual provision for them. Affluence and mobility combined have been singularly important influences upon the emerging concepts of what recreation agencies should provide, creating some difficulty in distinguishing demands from needs.

The amount of leisure time, abundantly documented elsewhere, has changed significantly, in turn altering previously held concepts of the nature and extent of demand for recreation experiences. Future increases in leisure time are consequently further considerations in the evolution of standards.

A significant factor in changing standards is the activity of the recreation professional himself. The excellent recreation programs which have been instituted have increased existing demands and created new ones. A recent example of this is the phenomenal increase in the participation in tennis, to the extent that the private sector has entered the field, broadening the opportunities considerably.

Numerous clubs have been formed, supported entirely by private membership, although this occurs primarily in the larger metropolitan areas. Along with programming, the high quality of many parks themselves has increased the participation and subsequently affected the standards.

Thus, while standards have been emerging in numerous communities, it is to be noted that in most cities and towns they have not been adopted for a variety of reasons. Planning has not been generally accepted by the citizen until recent years and earlier attempts were influenced to some degree by this circumstance. Lack of planning activity meant in turn that the citizen often did not have a chance to express views on recreational needs and the administrative level remained unaware of at least the latent demand. Today's citizen is a participant in government and is vocal and effective as well. As his influence begins to become more visible, standards in turn will reflect this changed condition.

Agreement upon uniform and detailed standards has been delayed in many instances by the difficulty of adapting these to meet local conditions. Variations in density of population is a common difficulty, we well as great variation in the topography and amount of natural environment area which is desirable. Topographic conditions influence the shape and size of residential communities, further complicating a direct application of ratios of land or facilities to population. A further listing of factors influencing the application of standards is provided in a subsequent section of the report.

Needs for and Uses of Standards and Guidelines

The foregoing discussion has illustrated the difficulties of application of standards and has indicated some of the considerations that impinge upon their usefulness. Despite these limitations, however, there is a real need for and a very practical use for such guidelines in local government recreation planning. Taken as a whole, they form the basis for definition of a recreation system, that combination of parks and recreation areas that together provide for the broad spectrum of activity which today's user has come to expect from the public agency sources.

With a recreation system clearly envisoned, the agency planner can proceed with a systematic acquisition and development program to bring about the desired results. When the standards are used as a measure of present facilities, the areas of greatest need (relative to the standard) are identified and the priorities established accordingly. Since standards are concerned with location and time-distance relationships, the most appropriate general area for park development can often be determined.

METHODOLOGY

The methodology for the development of these standards consists of two major components. The first component resulted in the development of the preliminary set as described in this report, while the second component will take place in the calendar year 1974 and will provide for an evaluation in the field of the criteria described herein.

The first component was a procedure consisting of two steps, namely a detailed inventory of urban facilities and programs, and secondly, an evaluation of commonly accepted standards as evidenced in the National Recreation and Parks Association handbook in terms of the existing recreation resources. During the last half of the calendar year 1973, the cities and towns in the state of Montana were inventoried by an onsite interview with either the recreation professionals or appropriate local officials. The inventory covered the type, location and acreage of existing parks,

together with a listing of the facilities contained in the respective parks. These parks and the facilities were mapped on an official city map at the time of the visit. A listing of programs was made and a discussion on local park and recreation problems was carried on as well. The inventory was conducted with the subsequent development of standards in mind. Information was compiled for use in the evaluation process with professionals in the state.

A review of the literature of the field was undertaken, with special attention to the material provided by the National Recreation and Parks Association. It was determined that the material from NRPA was representative of thinking throughout the nation, granted the exceptions, and this was so stated in the material as well. The NRPA standards are the result of extensive review of case histories, of standards proposed or adopted in various municipalities throughout the nation and in turn subjected to vigorous scrutiny and analysis.

Following this, the park and recreation professionals from the cities and towns throughout the state were invited to participate in a detailed review of these standards, and to analyze them in terms of their actual field experience and knowledge. Their long and continuous experience in the state, together with the broad coverage from a variety of population levels, provided an excellent base against which to measure the projected standards.

The inventory was used to determine if there were uniform, identifiable trends in the provisions of facilities or in the provision of acreages. Standards as they might exist in the community were evaluated against the nationally known standards provided through the nation's major recreational organizations. Surpluses, or deficiencies, were noted as they related to the NRPA standard, and user satisfaction and/or problems with the ratio given were noted. Additional factors for consideration in the standard, such as variations in population and economic factors were considered.

Standards must reflect more than the consensus of opinion of recreation professionals, however, if they are to serve the recreational needs of the user. The users themselves must agree that the projected quantities and types of recreation resources are adequate in terms of preferences as they exist at the community level. Accordingly, the standard will be reviewed by the user in an evaluation survey to be conducted during the summer months of the calendar year 1974. It is planned that in each of the major communities and in a representative sampling of the smaller ones, the park user will be asked to observe and to record selected characteristics of park usage during a summer season. Factors such as crowding, recommended spacing, variety of facilities, convenience of access, quality of facilities, all will be studied by the onsite recreationist. Non-users as well will be provided the opportunity to comment upon the adequacy and quality of supply. A further evaluation in the autumn of the year is expected to provide some degree of confirmation of the usefulness and the practicality of the preliminary standards proposed herein.

STANDARDS FOR SPECIAL FACILTIES

Certain recreation activities require special facilities, ranging from rather simple development to elaborate and costly construction such as for a swimming pool. Accordingly, these activities are provided for on a more limited basis, directly related to the economics of the situation, and to the proportionate use of the facility. Over a period of years the municipalities have arrived at general relationships between the number of facilities and the population figures. The following general standards have been found to be appropriate for cities and towns in Montana in terms of present participation rates. As participation in various activities shows well defined increases, the standards should be adjusted accordingly.

It is recognized that not all communities will find it desirable to bring their facilities up to the following standards, due to lack of participation and due to cost factors. Accordingly, those communities will select given activities and perhaps eliminate others. For those activities selected, the following guidelines will apply in terms of funding from the state program level.

The following standards are stated in terms of one recreation facility per unit of population served. Application of the standards will be handled as follows, unless otherwise noted in the respective standard.

Each community is eligible for one facility of each type, regardless of size. For example, communities of less than 1500 population will be entitled to one tennis court, although the standards are one per 1500 total population served.

Thereafter the standard would be applied in increments of 1500 population. Thus a community between 1500 and 3000 population would be entitled to 2 tennis courts for example.

In all cases the population figure relates to the population in the area served, in recognition of the fact that some communities serve populations larger than that within their jurisdictional boundary.

STANDARDS

1. **Tennis Court** - 1 single court per 1500 population.

2. **Ballfield** - 1 field per 1000 population.

The proportion of softball to baseball fields is a local prerogative in terms of their programs and participation rates.

For this activity communities of less than 1000 population would be entitled to 1 each of the softball and baseball fields.

3. **Basketball Court** - 1 per 1500 population.

The court may be of a multipurpose paved type suitable for a variety of court games and activities.

4. **Playground Apparatus Area** - 1 per 2000 population.

This facility is considered separately from and in addition to the playlot intended for very young children.

The apparatus area would consist of approximately 10 new playground units of the communities choosing. Projects may include additions to various areas to bring them to the standard of approximately 10 units.

5. **Play Lot Area.** (age six and under)

Facilities may be incorporated into other types of parks. They will not be considered for a separate, single purpose park.

6. **Swimming Pools** - 1 per 10,000 population.

Specific size will relate to State Board of Health requirements per actual population to be served. Deck area will relate to Board of Health requirements.

Population from 10,000 to 20,000 may necessitate additional pool if factors of location and size dictate.

Pool size should include factor for population growth within 10 years.

Pool renovations are acceptable to bring community pools up to standard.

Existing pools which by themselves are inadequate in size may be supplemented by an additional pool.

7. **Wading Pool.** (May be spray pool)

1 wading or spray pool for each swimming pool in the community.

1 additional wading/spray pool in each large neighborhood park.

Each wading/spray pool must be provided with modern filter system.

8. **Artificial Ice Rinks** - 1 per 30,000 population.

None in communities under 30,000.

9. **Natural Ice Rink** (Rinks dependent upon weather conditions). - 1 per 10,000 population (cities over 20,000 population).

Rink may include warming house and lights for participation.

Cities under 20,000 - 1 per large neighborhood park, 1 warming house per community.

10. **Recreational Bikeway** - 1 system per community.

The bikeway must be primarily recreational in nature as opposed to serving just the transportation function.

The system must be primarily related to or connect significant outdoor recreation resources in the community as for example, parks, river systems, natural environment areas. It may be within an existing park.

To qualify, the system must represent a logical unit of bicycle trail that would provide a recreational experience. Relationship between population and linear miles is not a factor.

11. **Foot Trails for Recreational Use** - 1 system per community.

The trail must provide recreational use associated with significant outdoor recreation resource attractions in or close to the community, linking them or developed within them.

The trail must be a logical unit. Population - linear mile relationships are not a factor or criteria.

Running tracks designed for and oriented to competitive standards do not qualify for the trail system.

12. **Horseshoe Courts** - 1 unit consists of 8 horseshoe pits.

For Communities under 10,000 population - 1 unit of 8 per 2,000 population.

For communities over 10,000 population - 1 unit of 8 per 3,000 population.

13. **Family Picnic Areas** (Urban -- this may include a shelter) - 1 area per neighborhood park, 1 area per community park.

Number of units per area optional according to need.

14. **Golf** - 1-18 hole course per 25,000 population served (includes minimum clubhouse with basic facilities).

1 additional 9 hole increment per increment of 12,000 population.

1 9 hole course per community.

For communities of 12,000 and over, 1 9 hole course. May include basic clubhouse facilities.

Nonresident impact in the community will be considered as a population factor for the standard.

15. **Golf Driving Range** - 1 per community.

Par 3 course - 1 per community.

16. **Nature Study Area** - 1 per community.

The site is assumed to be a natural environment area with appropriate facilities which may include fire circles, trails and modest interpretive devices.

17. **Firing Range Complex and/or Archery Range** - 1 per 50,000 population.

18. **Paddle Ball [Outdoor Court]** - 1 unit consists of two courts. 1 unit per 5,000 population.

19. **Open Space for Sports and Games**

The space needed is referenced in the standards for acres per thousand. Accouterments for games such as football and soccer, etc., will be accepted without reference to ratio per population.

20. **Winter Sports Area**

Winter sports areas for snow play such as skiing, tobogganing are allotted in terms of one are per community. This may be outside of the regularly developed park and recreation areas.

21. **Rodeo Grounds** - one per community.

(participant area and facilities only) (no spectator facilities)

22. **Urban Water Resource Recreation Areas**

Development for water-oriented sports at water resource areas is included at the rate of one such area per community park.

23. **Areas for Motorized Recreation** - 1 area per community.

24. Facilities not referenced above will be given consideration on a case by case basis.

25. **Support Facilities**

Support facilities such as restrooms, sanitation facilities, parking, roads, and utilities as needed to meet safety and public health standards are implied and included in the development of parks according to standards.

Lighting for security, safety, and for participation in recreational activity is implied; however, lighting primarily for spectatorship is not within the standard.

Lighting for participation is further qualified as follows:
Each community is entitled to 1 lighted facility of a given type.

Each community is entitled to a lighted facility of each type in each of the Multiple Neighborhood parks.

Portable support facilities and portable recreation facilities are included within the standard.

The following facilities are not eligible for federal funding assistance. The standards, however, are provided as recommendations for communities using them.

26. **Neighborhood Centers** (Indoor Type for Arts and Crafts)	1 per 10,000
27. **Community Centers** (As above)	1 per 25,000
28. **Outdoor Theaters** (Noncommercial)	1 per 20,000

ACREAGE STANDARDS FOR MAJOR PARK CATEGORIES

(Refer to Report on Model System for Description)

Park Type	Acres per Thousand Population	Recommended Minimum & Maximum Size	Comparable Population Potentially Served	Potential Area Served
Play lot	Not Applicable	1/4 to 1 acre	500 to 2,500	Small Neighborhood
Vest Pocket, or Mini-Park	Not Applicable	1/4 to 1 acre	Not Directly related to population.	Various, depending upon urban location.
Single Neighborhood Park	2½	4 to 16 acres	1,600 to 6,400	Single neighborhood up to ½ mile per each direction from park.
Multi-Neighborhood Park	2½	20 to 100 acres	8,000 to 40,000	3 to 4 neighborhoods; radius up to 3 miles.
Large Citywide Park	5	100 acres+	50,000 plus or minus	Radius up to 5 miles - generally entire community.
Regional Parks	20	200 acres +	Urbanwide	Urbanwide, plus small communities adjoining.
Golf	Up to 90 acres Up to 180 acres	Per 9 holes Per 18 holes		
Special Use Parks (Zoos, aquariums, Sports arena, etc.)		Generally, acres per thousand is not applicable. Two acres per thousand has been used in many metropolitan areas.		

Model Park System

The following described model is applicable essentially to the urban areas. Desirable park classifications are illustrated, and the appropriate park and facility characteristics are described for each. Recreation models will be more easily developed in the larger communities than the smaller ones and they are likely to be of a more satisfactory nature to the user, granted the inevitable exceptions. The smaller communities will be quite capable of good systems, however, it is to be expected that there will be a need for more flexibility in the concept. It is to be noted that the smaller community will likely need more park acreage per capita to achieve a satisfactory system, assuming that the community strives for the greatest feasible variety in its overall park development. Many factors will influence the following suggested list of park characteristics. Necessary support facilities (utilities, roads, etc.) are implied in the following recommendations.

Park Classification - Playlot
Primary User - Children Under 6
Appropriate General Characteristics and Facilities - Small size, protected location, security needed, safety primary factor, provision for adult who accompanies child, simple play apparatus encouraging experimentation and creativity.

Park Classification - Vestpocket or Mini Park
Primary User - General population. Often desirable for senior citizens.
Appropriate General Characteristics and Facilities - Should be related to other attractions as in urban area. Should be attractive in itself. May be entirely structural in nature. Should provide for rest and relaxation in brief periods. Not generally intended for prolonged use.

Park Classification - Small, Single Neighborhood Park
Primary User - Serves children and adults of the neighborhood. Age 8 to 14 not excluding others.
Appropriate General Characteristics and Facilities - Combination of open space and development. Normally includes softball, and other active games, apparatus for playgrounds, paved areas for court games. Trees, shrubs, lawn and aesthetic features are important. Minimal parking.

Park Classification - Multiple Neighborhood Park
Primary User - Serves Children and many adults of several neighborhoods, up to four.
Appropriate General Characteristics and Facilities - Features usually include swimming pool, tennis, athletic compexes, large open areas for field sports, often a community center, occasionally playgrounds. Parking is usually a need. Landscaping is important but may not be emphasized greatly. Is often the site of more specialized facilities such as archery.

Park Classification - Large City Wide Park
Primary User - Serves entire city, urbanized area and adjoining suburbs.
Appropriate General Characteristics and Facilities - Combination of active sports areas of many possible varieties and large naturalistic landscapes. Often is the site of golf facilities, although golf is is frequently a separate park. Facilities for appreciation and use of the natural landscape including water resources. Usually the site for one of a kind recreation facilities as perhaps a firing range.

Park Classification - Regional Park
Primary User - Serves urban wide population, usually including the county residents, or on occasion several communities.
Appropriate General Characteristics and Facilities - Emphasis is on the natural environment and thus provides for facilities related to such use. Camping, picnicking, water sports, trails, are characteristic of the area.

Park Classification - Special Use Areas
Primary User - Serve entire regional population
Appropriate General Characteristics and Facilities - Usually site of zoos, aquariums and comparable highly developed spectator facilities. Fairgrounds are normally located here.

In addition to the above more or less distinct types of parks and recreation resources the city will have some which are primarily visually important additions to the urban complex. This would include parkways, landscaped boulevards, entrance parks, plazas perhaps, and a variety of aesthetically pleasing sites, perhaps sheer open space. Since they are associated with other elements such as transportation, industrial areas, etc. they are usually not a type funded by federal recreation programs.

Application of Standards

Standards must be viewed with consideration for the feasibility of their application to actual conditions. Situations facing the average community endeavoring to develop recreation systems are enormously complex. While most onsite circumstances tend to limit the provision of recreation due perhaps to financial or to physical aspects, occasionally fortuitous circumstances lead to the production of recreation opportunity over and above that which is normally planned for.

Practical application of standards customarily results in a number of adjustments for onsite conditions. Following are a number of factors which should be considered in the adaptation or implementation of a given standard in the community.

1. **Barriers to Recreation Use.** Railroads, highways, streams, irregular topography can limit access to given parks, resulting in perhaps two, rather than one park for a given area, or in a slight increase in acreage for the neighborhood system.

2. **Access to Alternative Areas.** Residents who have access to large nearby citywide parks may not actually need the more localized neighborhood park facility, resulting in a saving to the system. This is admittedly an unusual circumstance.

3. **Density of population.** Neighborhood parks oriented to a time-distance factor may find they are later overwhelmed by nearby residents due to a high density population caused by an introduction of large apartment buildings. Acreage and facilities would thus need to be increased.

4. **Citizen Participation in Planning.** This could result in expression of localized preferences for facilities, both in nature and quantity. An additional tennis court may be desirable in order to accommodate such demands, for example.

5. **Specialized Needs.** All parks should consider the needs of the handicapped. However, on occasion parks are situated close to an institution (as an example, the Boulder Childrens School, Boulder, Montana) which cares for mentally and physically handicapped children. Obviously, the community, with perhaps assistance from the state, will recognize the special needs of these young recreationists as well. Cultural differences should be recognized in terms of the games and sports which our citizens may prefer (Indian children have fascinating games which would be enjoyed by other children as well).

6. **Localized population Characteristics.** Given communities may have a higher proportion of the aged, or of the very young and this should be considered in facility development. The income level of the neighborhood must be given full consideration. Low income residents, particularly, may have access needs that should be met with their local park, and the planner must not overlook the transportation problem which may exist due to income characteristics.

7. **Irregularly Shaped Neighborhoods.** A neighborhoods size and shape may be unduly influenced by irregular topography, nearby unfavorable developments such as industrial use, or the barriers of transportation systems. Accordingly, access will be distorted and this must be given its due consideration in location and quantity of facilities and acreage.

8. **Climatic Factors.** Existing or potential sites may have exposed, difficult locations in terms of weather factors, rendering them less valuable for given activities, i.e., small childrens playgrounds, or tennis. The planner may need to compensate for this with increased facilities in other locations. Ice skating facilities may be increased in given communities to capitalize upon long favorable seasons for the natural ice rinks. Severe weather will increase the need for protection in winter parks. Communities may capitalize upon winter snow play opportunities and add park units especially for this.

9. **Changing Trends.** The recent increase in interest in tennis is an example of a trend which could result in adjustment for the planner.

10. **Availability of Private Facilities.** Golfers often have the use of private facilities (for a fee). This may be a factor in the development of municipal facilities.

NON-URBAN RECREATION RESOURCES AND FACILITIES

Recreational use of large natural environmental areas is undertaken under far different influences, desires and circumstances than is the urban recreation pattern. In brief, the urban recreation activity is repetitive in location and nature, and it is the innate activity which is important, i.e., swimming, tennis, baseball, etc. The surroundings are important, but for many pursuits, they are incidental. Non-urban recreation by comparison, is characterized by the opposite situation. The user of natural environment areas is primarily interested in and dependent upon the environment, and the given activity is but a means to enjoy the out of doors in general. Exceptions to this are, of course, acknowledged.

In developing standards for non-urban use, the above factors must be considered. This means for example, that the planner must consider not only a given activity, but the overall attraction of the resource, or the desire of the individual relative to that use. To illustrate, it means that the camper may not be interested only in camping, but in the exploration and use of large areas of the out of doors. Camping may be only a means to achieve recreation use of natural areas. It is noted that the simple activity of camping could be accommodated virtually at any location in the out of doors (if accessible). Obviously, this is not acceptable to the recreationist for the greater portion of the use. Accordingly, other factors in the standards must be considered.

A two phase standard has, therefore, been devised for the non-urban recreation activity, namely, a primary and a secondary standard.

The primary standard for outdoor recreation provides that the citizens of the state shall have appropriate recreational use of each of the significant outdoor recreation resources of the state, considering both land and water areas. Significant, interesting, and attractive areas of natural environment, and likewise significant, attractive and interesting water resources such as lakes, rivers and streams are to be made accessible to an appropriate degree, taking first into consideration the need to preserve the innate values of the resource and second, the quality of the experience of the user, insofar as it can be accommodated within the first consideration. The primary standard provides access to recreation resources without reference to quantification, and without reference to other attractions. The standards thus provide, for example, that the citizen shall have recreation access to each of the significant streams in the region, notwithstanding the fact that, in purely quantitative terms, the secondary standard, the demand may have theoretically been met. To summarize, the primary standard states that the recreationist shall have access to all appropriate recreation resources.

The secondary standard is stated in quantitative terms. The secondary standard applies only after the primary standards have been met. In practice, the access to recreation resources will first be provided. The ultimate quantity of land and facility would then be measured by the quantitative standard. This will mean that given regions with a great variety and number of natural resource attractions will have more land and facilities per capita than others. Intraregional use will compensate for the overage in any given region.

Facility Standards - Regional Basis

1. **Camping** - 15 units per thousand population, of the region. Nonresident use of the region will be considered in the population figure.

National Park Service facilities will not be counted in the supply inasmuch as they are not specifically intended for the given region.

4 camp units per acre.

A ratio of 25 percent developed to 75 percent undeveloped area will apply to the given area.

Camping may be developed at each recreation resource area.

2. **Picnicking** - 10 units per thousand population of the region.

Nonresident use of the region will be considered in the population figure.

8 picnic units per acre.

A ratio of 40 percent developed to 60 percent undeveloped will apply to the given site.

Picnicking may be developed at each recreation resource site.

3. **Boating.**

One boat ramp per each water access site as a minimum.

One additional boat ramp per each additional mile of water front.

Each ramp may be multiple lane.

Each ramp may have proportionate boat-trailer and automobile parking area.

Each ramp area may have sanitary facilities as needed.

4. **Swimming Beach.**

One beach per each water access area.
150 square feet per user.

One additional beach per mile of water front area.

5. **Trails.**

Hiking - two miles per thousand population.

Bridle - One mile per thousand population

One hiking trail unit per each recreation resource area, regardless of population ratio.

Time distance standards.

Acquisition and development shall provide recreation access to natural environment areas, water resource areas, and opportunity for camping, picnicking, fishing, hiking and other general use of the natural areas, including man-made recreation resources such as impoundments, within 25 miles of population centers of 500 or more.

Acreage Standards. Per regional population

State Fishing Access	20 acres per thousand.
State Parks	25 acres per thousand.
State Recreation Areas	25 acres per thousand.
State Monuments	Not related to population.
State Boat Access Sites (all water craft)	At strategic locations on water resources, not related to population.
State Recreation Access Sites	(site providing primarily an access point enabling recreational use of larger natural areas) These sites not related to population, but to the stategic nature of the resource.

IMPLEMENTATION
of
LOCAL GOVERNMENT RECREATION PROGRAM

In Montana, the Land and Water Conservation Fund Program is the most significant element at the state level for the implementation of local government recreation programs. Only minor amounts of development or acquisition occurs independently of financing through the LWCF program. The Fund is thus a major instrument in achieving desired results in terms of recreation facilities.

The following criteria are currently used in the administration of the Land and Water Conservation Fund Program. However, a more detailed point system of criteria for funding will be instituted in the near future due to the increased competition for financing from the Bureau of Outdoor Recreation. Increases in the size and number of project requests and a decrease in the amount of the funds available from the BOR necessitate this change. The point system will be prepared in consultation with local government officials and recreation personnel.

Priorities

It is recognized that priorities will vary from community to community and also from one point in time to another. There is a considerable difference in the amount and the nature of facilities between the various communities and, therefore, it is not feasible to state that given facilities will have higher priorities than others. Responses from the communities participating in the survey have shown the current priority in a number of communities.

There is a general scale of priorities, however, that may be applied in the evaluation of relative importance among projects. In general, they are applicable as follows:

1. Acquisition will be favored over development, and in general:

    a. Acquisition which will serve large populations will be favored over those serving smaller numbers.

    b. Acquisitions which provide for attractive natural environment areas are preferred over those that would require considerable enhancement before use.

    c. Acquisitions that are convenient to population centers will be favored over those that are not easily accessible.

    d. Acquisitions that will provide for a wide variety of activities will be preferred over those providing fewer, but recognizing that highly unique areas of great value may in some instances be more desirable.

For projects in general, including acquisition and development, the following scale of priorities will apply:

Outdoor Recreation Projects funded under the LWCF program should:

1. Favor the general public over the specialized interest groups. (This does not preclude such projects as those for tennis courts and various games).

2. Provide for the participant rather than the spectator.

3. Have well defined objectives.

4. Be oriented to local recreation needs and priorities, evidencing those needs considered most urgent.

5. Favor recreation opportunity rather than the development of specialized skills for individuals.

6. Give adequate consideration to the needs of the handicapped the disadvantaged, the less capable, those with cultural differences, and those of the lower income levels as well.

7. Help bring about a balance in the recreation programs of the community. This implies such considerations as the desires of the more elderly for quiet, passive recreation areas, as well as providing those facilities for highly active use.

8. Seek to provide recreation opportunity where the people live, implying convenience of access for all segments.

It is not implied that any one project would meet all of the above referenced requirements. Where it becomes necessary to select between two projects, those with the most favorable aspects would, of course, apply.

The overall requirements for eligibility for funding under the Land and Water Conservation Funding Program, as referenced in the Bureau of Outdoor Recreation Grants in Aid Manual, will apply to projects administered by the state.

The policies referenced as being in effect at the state level for recreation projects and developments, are recommended for the benefit of the local governments as well.

Priorities General

It is recognized that not all kinds of projects may be anticipated or referenced here, either at the local or state level. Therefore, in addition to the projects referenced in this plan, all other kinds of projects will receive evaluation on their own merits, and be considered for funding accordingly.

IMPLEMENTATION BY COORDINATION

There are numerous programs at the federal level which directly or indirectly provide some form of outdoor recreation. These are recognized; however, they are not all listed here. Following are those with which the state agency is most current.

Historic Sites Program - National Park Service

The Department of Fish and Game also administers this program and coordination is assured. In given projects, recreational facilities are constructed on Historic Sites with Land and Water Conservation Fund monies.

Model Cities and Urban Renewal - HUD

In Montana, the cities of Helena and Butte have Model Cities Programs underway, with Anaconda recently becoming involved also. Close contact is maintained with these staff officials, and in the case of Butte and Helena, fundable programs for the Land and Water Conservation Fund are frequently considered and a number of projects have been initiated.

Public Law 89-72

The Department has had several projects under this program and will continue to make use of this type of funding assistance.

Public Law 566

The Department is currently coordinating a project for the city of Lewistown in which the P. L. 566 program provides the basic impetus and the larger share of the total development.

National Wild and Scenic Rivers Act

As studies are undertaken by other agencies, the information will be of great value and it is planned to accumulate this material for the state plan. An example of this is the study of the several forks of the Flathead River by the Flathead National Forest. Our impending inventory of streams and rivers will be coordinated with such studies, capitalizing upon both personnel and expertise already derived.

Water Resources Studies, Bureau of Reclamation and Others

Of recent prominence are the West Wide Water Study and the Columbia North Pacific Studies. The Department has coordinated to some extent in these studies. The need for additional work on these is recognized and should be undertaken by the state. Inasmuch as the current edition of the state recreation plan is now largely completed, but ongoing, there will be additional time to concentrate on more specific needs and programs which could not be accommodated satisfactorily during the recent planning effort. Department personnel of the Department of Fish and Game, other than in the recreation division, do work quite closely with the above programs in certain aspects of water quality. The U. S. Forest Service and the Department of Fish and Game work very closely on water quality, fisheries management and game management matters.

Lewis and Clark Trail Program

The Lewis and Clark Trail Program is recognized as having great potential for recreational interests. Developments along the Missouri have achieved added significance because of this element of history associated with the river. At this time, there are no defined plans, however, for special development which would complete the trail program. As of this period, other actions on the part of the state are deemed to be of more urgent significance, i.e., development with consideration for the handicapped for example.

Continental Divide Trails System

At this time, there are no specific plans on the part of the state for incorporation of the Continental Divide Trail with other trail systems, despite recognition of the recreational value of such an undertaking. It is anticipated that the multiple use planning efforts of the U. S. Forest Service will give due consideration to this element.

In Montana, the great diversity of hiking opportunity, and the vast expanse of natural environment areas generally available for hiking, lessen the impact of the Continental Divide Trail itself as a feature of outdoor recreation. It is recognized that out-of-state visitors may appreciate such a trail system to a greater extent than local residents. It is noted that many areas are somewhat more attractive than elements of the Divide trail, and this dilutes the attraction of the trail as well. Hiking at random, rather than following a specified trail is characteristic of recreation use to be considered here.

Coordination General

To summarize, coordination will include, but not be limited to, the above referenced programs and studies. Completion of the matters related to detailed surveys recently undertaken will enable the staff to broaden the scope related to other programs, and to begin developing more specific solutions to recreation needs.

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